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ABSTRACT

This document reports the commission's indepth study of the State's financial and administrative relationships with education at all levels. The report consolidates the viewpoints and recommendations of 600 Wisconsin citizens. Their perspectives and proposals recommend an educational system to provide necessary educational opportunities and programs from early childhood through adult life, and to assure Wisconsin citizens the highest possible value from their investment in education. The commission made a comprehensive evaluation of the State educational system and recommended appropriate actions to promote utilization of technology, improve educational results, and increase efficiency. The report is organized into five major sections: (1) underlying assumptions, (2) designing the educational system, (3) financing education, (4) special education, and (5) education management. A related document is EA 003 571. (Author/MLF)

preliminary report of

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The Governor's Commission On Education

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State of Wisconsin \ GOVERNOR'S COMMISSION ON EDUCATION

William R. Kellett
Chairman
STATE OFFICE BUILDING
1 WEST WILSON STREET
MADISON, WISCONSIN 53702

March 2, 1970

The Honorable Warren P. Knowles
Governor, State of Wisconsin
State Capitol
Madison, Wisconsin

Dear Governor Knowles:

I am pleased to submit the preliminary report of the Commission on Education. More than 600 citizen volunteers--men and women--participated directly in the effort. They were assisted by many educational experts and staff assistants drawn from educational institutions and departments of the state government. In addition, nearly 3,000 young people from the state's educational institutions made thoughtful contributions. The total number of persons in and outside the state who were involved in some way is unknown, but gratifyingly large.

We began with the knowledge that Wisconsin's educational system is one of the best. In view of the growing demands on the economic resources of the people, our purpose was to chart the course toward assuring to the Wisconsin citizens the greatest possible return for their educational investment in the decades ahead. Such is the road to continued excellence in our educational system.

The Commission believes that the recommendations stated in this preliminary report deserve public discussion and debate during the coming months. Wisconsin citizens will then have opportunities to respond to the Commission's viewpoints and to assist in shaping a final report to you, and to the Legislature in the fall.

All members of the Commission--its Advisory Committee, Policy Group, Task Forces and Task Units--do not necessarily agree either in principle or in detail with all recommendations of this report. Unanimity of viewpoint on the far-reaching issues involved was not expected. Yet, hard decisions have been made, and the recommendations have a pattern which stresses equality of opportunity, quality of education, effectiveness of educational outcome and economy in operation.

The people of Wisconsin should be indebted to all persons who have given of their time and resources to the Commission's work. We thank the institutions, agencies, and firms for releasing time of persons

who gave expert counsel and assistance; and we are gratified by the interest and help of the students who organized and developed their important viewpoints.

The Commission believes that its efforts set important educational targets toward which Wisconsin will be moving through the rest of this century.

Sincerely,

William R. Kellett

WRK:pkt

TABLE OF CONTENTS

CREATION AND ORGANIZATION OF GOVERNOR'S COMMISSION ON EDUCATION 1

UNDERLYING ASSUMPTIONS 5

Paying for Education 8

State Educational Planning and Coordination 10

Regional Planning and Coordination 13

Research Development and Experimental Programs 13

Student Participation 14

Teacher Education 15

Community Participation and Involvement 15

New Approaches 16

A Special Problem 17

The Role of Private Education 19

DESIGNING THE EDUCATIONAL SYSTEM 23

Establishment of a State Education Board 25

Establishment of a State Board for Elementary and Secondary Education 29

Establishment of a Board of Regents of Wisconsin Technical Colleges 31

The Concept of the Universal School 35

Regional Boards 38

Detailed Organizational Recommendations 41

FINANCING EDUCATION 41

Financing Public Elementary and Secondary Education 41

Special Education Fund 48

Financing Private Elementary and Secondary Education 55

Financing Private Higher Education 56

Financing Undergraduate Post Secondary Education 57

Financing Professional and Graduate Education 60

Financing Vocational-Technical Education 62

Monitoring Assessment and Control 63

Financing Continuing Adult and Avocational Education 67

SPECIAL EDUCATION 69

EDUCATION MANAGEMENT 79

Learning Management 80

Regional Coordination 85

Education Personnel 91

Teaching Technology 95

Counseling and Guidance 97

Higher Education Management 98

IMPACT OF THE RECOMMENDATIONS 105

APPENDIX 107

Organization and Structure A-1

Private Elementary and Secondary Education B-1

*The Higher Education Opportunity Programs C-1

Impact of Primary-Secondary Financing Proposal D-1

Fiscal Note E-1

Task Force Membership F-1

* This section revised on 4/15/70, from earlier edition of this preliminary report

CREATION AND ORGANIZATION OF THE GOVERNOR'S COMMISSION ON EDUCATION

I propose to create a Special Committee on Education to study in depth the State's financial and administrative relationships with education at all levels, including the mutual needs of the State and non-public schools. The Committee will undertake a comprehensive evaluation of Wisconsin educational systems and recommend appropriate actions to insure that the tremendous investment of tax dollars produces the maximum educational result. At the present time,65 CENTS OUT OF EVERY WISCONSIN TAX DOLLAR (exclusive of capital investments) GOES TO EDUCATION. Furthermore, education costs are soaring higher and higher each year. As a result of the fiscal demand of education, the State's resources are virtually exhausted before other high priority public needs can be fulfilled. It is absolutely essential, therefore, that the full gamut of educational programs be objectively examined and that, based upon the Committee's findings, the necessary actions be taken to promote utilization of modern technology, improve educational results and increase efficiency wherever possible--

Governor Warren P. Knowles
State of the State Message
to the Wisconsin Legislature
January 23, 1969

Thus, the Governor's Commission on Education was called into existence. Formal creation of the Commission was promulgated by Executive Order, and William R. Kellett, a retired Neenah-Menasha industrialist, was appointed chairman.

Previous successes in the areas of expenditure management, government reorganization, and water pollution suggested that a study undertaken by citizen volunteers would produce and market a product better tailored to Wisconsin's needs than a study undertaken by contractual consulting services. As an adjunct, it was deemed imperative that the Commission be politically bi-partisan and that its members reflect the entire spectrum of Wisconsin's economy. With these guidelines, Governor Knowles gave Kellett free reign in developing the organization of the Commission.

On February 25, 1969, the Board on Government Operations appropriated $22,600 for general operation of the Commission.

As a first step, a policy group was selected. Together with the Chairman, members of this group "went to school" for three days of intensive education with representatives of all educational institutions. It was from this schooling and ensuing discussions that the study was divided into nine functional areas, each to be explored by a task force.

The next step was to recruit leaders to chair each of the task forces and their sub-units. Five recruitment meetings were held throughout the State and a group of forty persons was selected to meet for a three-day seminar in Milwaukee. Here, experienced teachers provided instruction on the operation and management of task force study.

From these forty persons, nine task force chairmen were selected. Later, the task forces were divided into units, each staffed with a leader.

Each task force, with professional staff assistance, outlined the scope of its study and listed its personnel needs. The volunteer citizens met weekly as members of the forty-four task units which evolved from the nine task forces.

Overall coordination of the Commission was maintained through a central staff in Madison under the direction of Mr. Kellett and the Policy Group. The Chairman was assisted by an Advisory Committee composed of knowledgeable and interested Wisconsin citizens. This committee was responsible for offering advice and assistance on the overall operation of the Commission. It met on a regular basis.

Throughout the study process the Commission sought to involve members of the Legislature and key persons from the State's educational systems. Liaison with the Legislature was maintained through the education committees of the two houses and the Legislative Council. Staff personnel from each of Wisconsin's educational institutions provided a vehicle for information flowing between the task forces and the institutions.

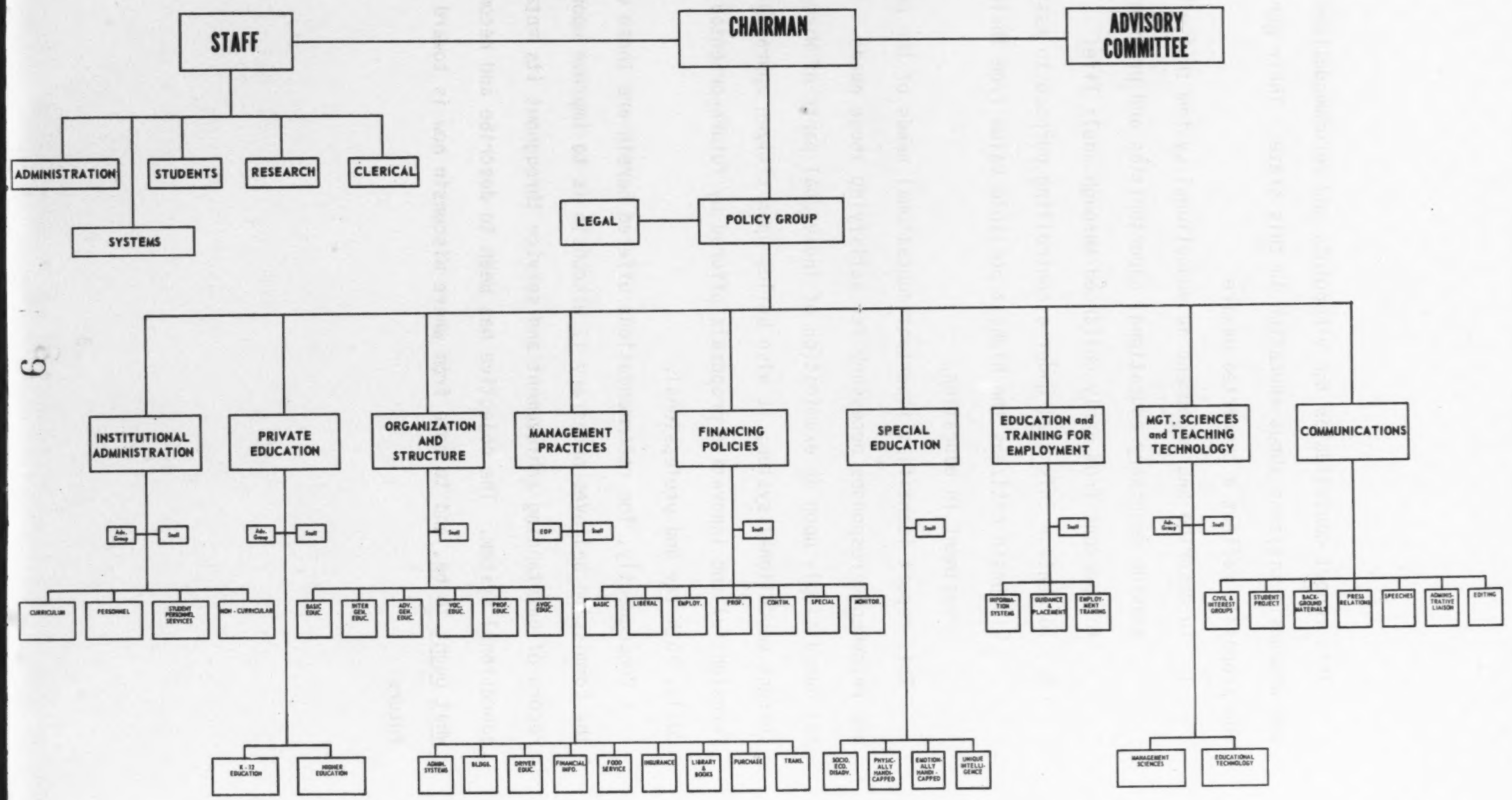
This report consolidates the viewpoints and recommendations of some 600 Wisconsin citizens about education in this state. Their perspectives and proposals reflect a concerted desire:

1. To describe and recommend an educational system that will provide necessary educational opportunities and programs for persons from early childhood through adult life;
2. To achieve this goal under a controlling purpose to assure Wisconsin citizens the highest possible value from their investment in education.

This report identifies important educational needs of the people and recommends responses necessary for satisfying those needs. It is not based simply upon an examination of individual parts of Wisconsin's current educational system; it also builds upon citizen appraisals of foresightful and innovative proposals offered by future-oriented individuals, both lay and professional.

Consequently, the recommendations offered herein are those which the Commission believes necessary <u>if</u> Wisconsin is to improve upon its record of outstanding achievement and service throughout its total educational system. The objective has been to describe and recommend <u>what ought to be</u>, and to move from where Wisconsin now is toward the future.

GOVERNOR'S COMMISSION ON EDUCATION



UNDERLYING ASSUMPTIONS

Early in the course of its deliberations the Commission identified basic concerns of Wisconsin citizens about education. These basic concerns are embodied in the underlying theme of the report, that is:

> An educational system should be responsive to the educational needs of all persons, accessible to all persons, rewarding in educational results and efficient in its operation.

More specifically:

1. An educational system should provide to all individuals educational opportunities and services which are important to their full development as individuals, as citizens and as useful members of society.
2. The educational system should cultivate and reward many kinds of human aptitudes and talent by matching programs with human abilities.
3. The educational system should be viewed as a unitary process from pre-school through programs of adult education.
4. Curricula and counseling toward a variety of educational options should begin in the early years of the educational system.
5. The educational system should involve parents and students in curriculum-making and administrative policy formulation.
6. Programs for recruitment and education of school personnel need strengthening. The skills required to use modern techniques of instruction, to meet the special needs of the gifted and

handicapped, to individualize instruction and to counsel effectively with students and parents considerably exceeds the level now available in teacher-preparation programs.

7. School administrators of the future must have increased competence in management sciences, modern budgeting practices, facilities planning, collective bargaining, and skills in human relations, in addition to an understanding of the teaching-learning process.
8. Modern technology is introducing media for learning which supplements and, in some instances, may supplant, current school programs. Many valuable and defined learning outcomes can be achieved within the resources of Wisconsin homes and community libraries. The development of in-service education and training programs by business and industry illustrates an ever-widening interest in educational practice. All such programs deserve testing and evaluation.
9. The educational system should concentrate upon the achievement of learning outcomes that cannot or would not be achieved outside the educational system. Present educational practices tend to emphasize "time spent" wherein attainment should be specified and the time allowed to vary.
10. Islands of neglect exist in our present system for providing educational opportunities to <u>all</u> Wisconsin citizens. These islands occur in the core of urban communities and in pockets of disadvantaged in both urban and rural areas. These islands represent the most urgent problems in the educational system and require extraordinary action if they are to be solved. The basic need is the delivery of quality teaching and environment which will provide an equal educational and occupational chance for the children who reside in these islands.

11. The educational system should be so arranged and staffed that it can accommodate <u>all</u> children, normal and handicapped (except for those who require institutionalized care) within its mainstream. Current research and practice indicate that early identification of potential learning difficulties and early intervention in environmental conditions can prevent or reduce later learning problems, can assist in the full development of individual potential and can reduce later social costs.

PAYING FOR EDUCATION

The financing of education cannot be viewed separately from the financing of other state services. The following factors must be considered.

Elementary and Secondary Education

1. The financing of elementary and secondary education, (and for vocational-technical schools, too) traditionally has been tied to property taxes raised within supporting school districts. As property tax burdens increased, financial aid from state revenues has been added. More recently, federal funds for specified purposes now supplement state and local contributions.
2. Due to gross differences in property tax base, the state has tried to reduce inequalities in financial support of education through a state aid formula. While Wisconsin's aid formula is considered among the best in the United States, its full impact is hampered by a tax-sharing system which permits state revenues to be absorbed for non-educational municipal needs.
3. Studies indicate that the capability of school districts to support elementary and secondary schools is enhanced when the property tax base is related to income within the district.
4. The Commission has observed the trend toward the formation of larger tax districts, toward state property tax proposals, and the plan of state-financed schools similar to that in effect in the State of Hawaii.
5. Despite the difficulties arising from inequities inherent in state

tax policy, it is possible to attain equity in state aid by revision of the current formula.

Higher Education

1. Traditionally, the financing of higher education has relied on state appropriations, student fees, federal appropriations, contracts, gifts and grants, and income from auxiliary enterprises. The share borne by each of the revenue sources has varied over the years, and differs among institutions.
2. Free public education beyond high school has not been public policy but the idea of extending free public education through the 14th year now has strong advocates. Meanwhile, tuition charges in colleges and universities are rapidly increasing. In the state's public universities, Wisconsin students pay less than 30% of instructional costs.
3. The cost of attending college is an important factor in the decisions of youth and their parents about whether to attend college at all and about which college to attend.
4. As student costs increase, growing numbers of students are using student loans and grants made available through federal, state and institutional programs of financial assistance. The proportion of students attending lower cost institutions has been growing rapidly.
5. Regardless of their choice of college, sizable numbers of students and their families are able to pay either the full cost of instruction or a larger part of the cost than they are now required to pay.
6. A desirable system for financing undergraduate higher education would:
   a. enable <u>all</u> youth who qualify for admission to attend college regardless of their economic circumstances.
   b. encourage <u>all</u> youth to choose the college they will attend without

regard to differences in cost.

c. require <u>all</u> youth and their parents to contribute to the cost of their education according to their ability to pay.

7. A desirable system for financing professional and graduate education is significantly different from the plan for undergraduate students.

   a. The cost of providing graduate and professional training on the average is much higher than the costs for undergraduate instruction.

   b. Most graduate and professional students are married and have family responsibilities and expenses.

   c. Major graduate and professional schools serve students from many states and foreign countries. They are national and international centers of research and graduate education.

   d. Substantial subsidies are required to induce and enable students to undertake extended programs of graduate and professional education. Major parts of current student subsidies come from federal and private grants.

   e. The needs of society for highly trained and specialized personnel are growing and urgent. Shared investment in the education and training of qualified persons at the doctoral level is wise social policy.

STATE EDUCATIONAL PLANNING AND COORDINATION

1. Under the Constitution of the United States, education is the "responsibility of the state, or of the people." If there is to be either prudent management or needed reform in education, the State must take action.

2. All units of the educational system, including non-public institutions, are requesting new or added support from state revenues.
   a. Elementary and secondary schools, facing diminishing resources from local property taxes, ask for increased state aid.
   b. The state's university systems, with multiple campuses, increasing enrollments and expanding programs have growing budget requests.
   c. The schools of vocational-technical and adult education are reaching the statutory mill limit and are veering toward larger shares of support from state revenue.
   d. Non-public schools, colleges and universities are fast approaching direct demand on endowments to meet operational costs and are advancing aggressive cases for financial assistance from state revenue.
   e. The educational needs of individual groups, neighborhoods, and communities not adequately served under present educational arrangements are pressing for state assistance.
3. Presently, there is no mechanism for providing the Governor and Legislature with a comprehensive evaluation of the total educational needs of Wisconsin citizens, the priorities among those needs, or indexes of program effectiveness in whole or in part for the educational system.
4. The Governor and Legislature should have the information and expert counsel about the status of education in Wisconsin and the performance of Wisconsin's total educational system. A high level citizen board with strong professional leadership and highly competent staff assistance should define the missions of the educational system and its parts, indicate priorities among educational needs, request and allocate state-provided resources to meet those needs, and develop

measures of accountability for the expenditure of funds. The primary function of such a board would be continuous statewide policy-formulation, planning, and coordination. Responsibility and accountability for the internal management and operation of schools and universities would remain with their institutional governing boards.

5. The major missions to be performed by the state's educational system are sufficiently diverse to warrant a division of labor in their operational management by separate citizen boards:

   a. Two-year educational programs have purposes, programs and student clientele that differ from those of four-year baccalaureate degree colleges.

   b. Four to five-year university programs carry the mainstream of students to the baccalaureate degree, and in the fifth year primarily help strengthen the education of teachers in elementary and secondary school systems.

   c. Programs of professional and graduate education at the doctoral level require concentrations of highly specialized personnel, facilities, and equipment. The presence of such staff and facilities enables the institution to offer programs of specialized education at the undergraduate level which need not be duplicated elsewhere. Few states have more than one or two such centers of research and graduate education.

   d. All post-secondary institutions, and some public school systems, now offer educational programs for adults. Clarification of the public service functions of the state's educational system and the missions of its several units is urgently needed.

REGIONAL PLANNING AND COORDINATION

Substantial progress has been made in the reduction of the number of school districts, and the trend toward establishing larger units of fiscal management and policy planning is clear. Serious problems remain, however, in bringing desirable and needed educational programs and services to pupils who attend schools where the enrollment is too small and the district too poor to support them. Operational economies that might be achieved through group purchasing of insurance, transportation, food services, library services, and the use of modern budgeting practices and school-construction planning are not effected because local school districts are unable to take advantage of such services. The state could help effect economies and enhance educational effectiveness among school districts by organizing new and more effective service regions. Regional boards could then place these specialized services within convenient reach of many school systems. Such boards could also serve as agencies to coordinate the programs for all educational institutions of the region.

RESEARCH DEVELOPMENT AND EXPERIMENTAL PROGRAMS

1. The educational system, while an important instrument in effecting changes in the world, has not been as diligent in the study of ways to improve its own processes and products. The application of program and budgeting systems evident elsewhere in various governmental agencies has been limited in the education area. Budgets for research and development on educational problems are either non-existent or miniscule at every level of the educational system. The capacity of the system to carry on result-oriented research has been limited.

The dire need for well-conceived evaluation of educational outcomes, however, calls for early efforts to build this competence and practice into the educational system.

2. New approaches to teaching and learning are suggesting new forms and arrangements for the educational system. Traditional concepts of the use of time, space and teaching personnel are being brought into question. More frequently schools are being conceived as institutions which "cause learning" and which should be accountable for learning results. "Egg-crate" school buildings are being replaced by structures which accommodate flexible use for many types of individual and group learning experiences. Learning materials include video tapes, records, computer-assisted learning programs, live television and radio programs in addition to printed materials. The objective is to cause learning by any type of experience which a school may arrange. Since learning is an individual achievement, reliance upon the independent efforts of learners toward defined learning goals is strong. The objective is to acquire the art of using knowledge.

STUDENT PARTICIPATION

Much of the dissatisfaction of students with schooling stems from lack of, or ill-defined, educational targets. Student disaffection is underscored by practices which measure education on the basis of time served, grades, credits earned, and diplomas received rather than on a personally perceived growth through achievement of knowledge, skills and personal sensitivities. Persons who have lived within the educational system for 12 to 20 years can make constructive contributions toward its improvement. If not, education has failed in the cultivation of perceptive observation and judgment about a vital human experience.

TEACHER EDUCATION

Programs of teacher preparation and in-service training must be vastly modified and improved. In no other profession are persons permitted to assume the full duties of the profession with so little preparation for their specific responsibilities. The educational system must be manned with administrative and teaching staffs who are prepared to cope with the needs of youth and who can meet the challenges of wide diversities in home and community backgrounds, learning aptitudes, physical condition, and educational and occupational aspirations. Teacher certification standards must be generally upgraded. Furthermore, certain universities should concentrate on the preparation of educational staff members to better develop their competence to work with students who present exceptional learning problems. The preparation of administrative and teaching staff members for two-year colleges also deserves special attention.

COMMUNITY PARTICIPATION AND INVOLVEMENT

Constructive participation by parents, teachers, other citizens, and students is essential to sound educational planning. Administrators and boards of education of public schools should make effective use of advisory councils and other procedures which will better enable schools to respond to urgent concerns of these people. Administration and Boards of Regents of universities should make similar effective use of campus councils composed of students, faculty members, and interested citizens.

NEW APPROACHES

The Commission identified two proposals which urge major changes in the educational system.

The first proposal would attempt to change present concepts and practices now labeled "special education". The proposal calls for the development of a team composed of doctors, health workers, welfare personnel, educators from communities, regions and the state. The mission of this team will be a comprehensive effort to prevent or ameliorate learning disabilities, to begin educational programs at age two or younger for children who would profit from such stimulation. The total learning climate of the educational system should enable it to accept all children (except those who require institutionalized care) into the mainstream of the school's activity. The feasibility of the ideas embodied in the proposal require testing in one or more communities or regions.

The second proposal envisions an educational system which enables persons of all ages to obtain their education through use of specially-devised instructional programs and materials utilizing modern media of communication. This system, if properly staffed and organized, will offer a second avenue toward diplomas, certificates, and degrees through independent study and specially arranged laboratory, field trip, and work-type experiences. This idea takes advantage of the fact that many homes are now equipped (or can be equipped) as effective learning centers (books, television, radio, telephone). Community libraries may become effective supplementary learning centers. Techniques for evaluating achievement in home learning can assure quality in educational outcome. The value of this system for the growing cultural and avocational needs and interests of adults has been established. The proposal suggests ways to satisfy important educational

purposes other than increasing the number of campuses on which thousands of students now concentrate.

This new educational idea should operate under jurisdiction separate from the present conventional educational system in order to have the encouragement, freedom, and flexibility to explore its full potential. The basic concept, however, is in accord with many forward-looking educational developments now observed throughout the Nation and some other countries.

A SPECIAL PROBLEM

Most urban communities are struggling with the problem of providing equal opportunity and quality education to the people who reside in some areas of their school districts. The problem is complex, the needs urgent, and the situation volatile. Milwaukee is one such community. It may be possible through regionally-oriented programs attuned to the needs of an entire metropolitan district and through supplemental measures provided by state and federal funds to remedy existing conditions. The basic objective, however, should be to deliver quality education to all children regardless of their residence and promptly to take all steps necessary for achieving this goal.

Furthermore, the Milwaukee school system, with approximately 130,000 students enrolled in its public schools is faced with problems unlike districts elsewhere in the state.

The Commission has been impressed with the effort of the Milwaukee School Board in drawing upon a K-12 cluster approach to meet many of the problems inherent in decentralization of large urban school systems. Grouped feeder schools are paired with a similar cluster. Each pair is composed of one cluster from the core with another cluster from the outlying area of the

district. As a result of this pairing, teacher exchange and pupil exchange between the clusters is promoted--a desirable and meritorious effort that holds great promise.

The school principals within the cluster are given the power to establish curriculum which will meet the needs of their immediate neighborhood. This curriculum is within policy and guide lines established by the district. Compulsory parent advisory boards for each of the principals are being established. The Commission urges that these advisory groups, formalized in six of the schools, should be extended throughout the Milwaukee school system.

The advantages of this approach are clear. It permits the establishment of a completely articulated K-12 curriculum which is designed to meet the specific problems of the immediate community. It relieves the present polarization which exists between different sections of the city and provides flexibility in school attendance and instruction.

The Commission recommends that as this program progresses and experience is gained, greater responsibility and authority be transferred to the parent advisory boards.

The Commission is aware that urban educational problems are national in scope. We believe that the state has direct responsibility for finding solutions to these problems. Northern states have been slow in seeking solutions. Court decisions have intensified the need for positive action. We do not believe the solution to these problems can be ignored or left squarely upon local government. On the contrary, we believe the state should assume active leadership in developing a plan that will conform to legal mandates and give recognition to such realities as de facto segregation, high cost factors in education of central city students, and the absence of adequate property tax base.

While such problems are of concern to metropolitan areas, we believe

the central problem and that requiring most immediate and pressing attention is found in the inner city. Consequently, the Commission urges the immediate establishment of a special committee composed of parent-residents and senior students of the central city, representatives of the Milwaukee School System and the State Department of Public Instruction under the leadership of a chairman commissioned by the Governor of Wisconsin to examine alternatives open to Wisconsin for dealing with and advising about the education problems of the inner city.

The charge to this special committee should include but not be limited to:

1. Development of criteria for teacher selection, evaluation and compensation,
2. Development of relevant curriculum in the affected schools,
3. Procedures for handling student discipline, administration,
4. Establishment of a feasible and meaningful division of authority between parents, schools and governing boards.

It is recommended that efforts of this special committee be related and coordinated with the decision-making authority for a Metropolitan Regional Board later described in the report.

THE ROLE OF PRIVATE EDUCATION

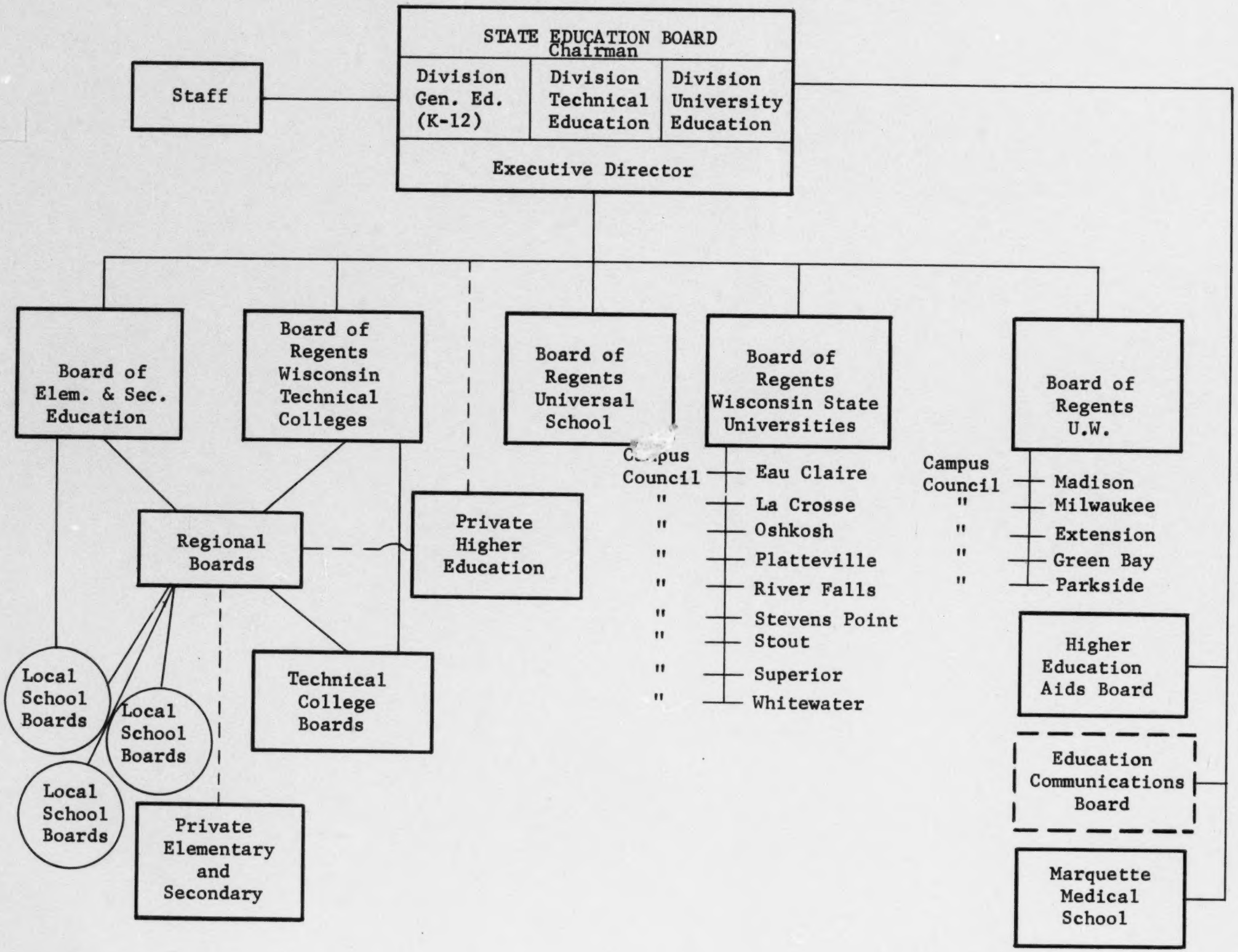
Throughout national and state history, education has been carried on under diverse auspices. Decisions to make educational opportunity available to all children through public taxation have not denied the privilege of parents and students to obtain their education in schools established and controlled by private sponsors. Over the years, substantial numbers of persons have elected to receive their education in private schools, colleges and universities. These educational institutions continue to render

important public service and are a valuable educational resource. Changing economic conditiors and public tax policies, the rapidly increasing strength of public institutions, shifting conditions within some private institutions now threaten the continued operation of many private elementary and secondary schools (primarily parochial). Some privately-sponsored colleges face serious difficulties now and in the future.

State policy has afforded relief in specific areas under the principle that there are benefits to children. Public policy has not, however, extended direct aid to the institutions, a practice which would raise legal questions under federal and state constitutions, particularly if such aid were to go to church-controlled institutions.

The public obligation to educate all children remains paramount. To the extent that private schools are a usable resource in exercising that responsibility, or that public school programs and facilities may be shared with pupils or students from private institutions, all feasible procedures should be utilized.

PROPOSED STATE ORGANIZATIONAL STRUCTURE



DESIGNING THE EDUCATIONAL SYSTEM

The foregoing presentation of needs and goals of a desirable educational system sets the stage for a much more formidable task -- the designing of an educational system which can respond to expressed needs and which can attain desired goals.

In facing this task, the Commission reminded itself frequently that Wisconsin's present educational system has many strengths and proud traditions and that many of its educational institutions and programs are among the finest in the Nation. Wisconsin has been a pioneer in the development of important educational ideas and practices. The Commission is also aware that the educational system operates within systems of human interest and demands beyond itself. Changes in educational arrangements and practices frequently depend upon changes in political structure, public policies, and public opinion outside the province of the educational system.

It was the purpose of the Governor's Commission to maintain Wisconsin's pioneering role and to build upon the outstanding strengths of the present system. This was a future-facing effort to ready Wisconsin's educational system for the changing conditions of human need and economic circumstance which lie ahead. The discussions which follow respond to observed educational trends, and the recommendations specify certain developments to be effected over the next decade.

In making its recommendations the Commission is responding to the following trends, facts, and beliefs:

1. Citizen concern is turning away from the question of how can more people get into the education system toward the question of how can people get

more out of the education system. Questions of quality supersede questions of quantity.

2. Responsible students are challenging the meaning of their education and resisting its forms.
3. Schools and colleges are instruments of the people. Educational administrators, teachers, and students frequently need to remind themselves of the partnership to which they belong. Parents and other citizens frequently need to remind themselves about the conditions and qualities without which good education cannot thrive. Educational arrangements and practices should promote this mutual understanding and cooperative effort.
4. During a period when Wisconsin has been reorganizing and consolidating its elementary and secondary schools into larger and stronger units, it has also been establishing a growing number of two-year college campuses that re-create serious questions of cost and benefit at a more expensive level. The task of the future will be to make effective use of facilities already established.
5. Despite the large enrollments in Wisconsin's colleges and universities, large numbers do not remain to complete college degrees. Failure to complete a degree does not discount values of the educational experience, however short its duration. The question does arise, however, whether there is need for an educational program unlike the first half of a four-year college program. Worthwhile learning and educational excellence can be achieved by institutions which are not patterned and programmed like a major university. Wisconsin's educational system should feature a set of institutions having different goals and programs, each set striving for excellence on its own assignment.
6. Wisconsin's pioneering experience in vocational-technical education, if

properly organized and strengthened, provides the base for the development of programs of post-high school education which can respond to needs of a developing technological society better than most systems now seen in other states.

7. The management of the vast educational system is as difficult as it is important. The task requires centralized planning and fiscal control, division of responsibilities among institutions having defined educational missions and decentralized responsibility for the management and operation of institutions.
8. Financing of education will require changed ratios of support among local, state, and federal units of government, and among property tax, income tax and other sources of revenue.
9. The satisfaction of the educational needs of persons residing in core areas of urban communities or sparsely settled, poverty stricken districts is a most critical and urgent item on the agenda of the educational system.
10. New developments in teaching and learning techniques, new concepts of stating and evaluating educational outcomes, new styles of school and campus instruction and new media for extending learning opportunity are challenging many current educational ideas and practices. These developments are forerunners of ways for accomplishing education without concentrating resources or persons in a few places. To meet the developing situation, the Commission makes the following recommendations for a new administrative organization for the state's organizational structure:

1. <u>Establishment of a State Education Board</u>

The Commission recommends a single citizen board which has the authority and responsibility (a) to determine the continuing needs of Wisconsin citizens for educational programs, facilities, and services of all types and levels from early childhood through adult life; (b) to recommend plans, policies, and legislation that respond to these needs; (c) to provide broad policy direction to educational institutions and agencies; (d) to relate and coordinate programs of public institutions with those of non-public institutions; (e) and to perform such other duties as may be assigned to it for the orderly planning and development of the state's educational system.

The need for such a Board arises from the following considerations: 1) the desirability of having the educational system conceived and operated as an integral unit; 2) to recognize the essential interconnection and interdependence between all units of the system; 3) all elements of the educational system, public and private, are turning to the state for increased financial assistance; 4) the state government has no adequate mechanism for assessing needs, determining priorities, recommending appropriations, allocating resources and monitoring expenditures of the educational system as a whole.

The Commission is aware that the task imposed upon such a Board seems awesome in scope and responsibility. But without the assistance of such a Board, the full responsibility falls upon the Governor and the Legislature, who then rely upon counsel of the staff members of state departments of government. Recognizing that the ultimate responsibility must remain with the Governor and the Legislature, the Commission holds that a citizen board can provide noninstitutionally developed information and counsel about the educational system. This general overview will be valuable to Wisconsin citizens and its educational institutions.

The Commission also believes that the tasks proposed for this Board are manageable through adequate staffing and division of responsibilities with institutional boards.

The Commission believes that the creation of a State Education Board will bring the following advantages:

a. Fixed responsibility and authority for statewide educational plans, policies, coordination, and allocation of fiscal resources;

b. Greater continuity in policy formulation in statewide educational affairs;

c. Reduction of detrimental conflict and competition among units of the educational system in relationship with the Legislature. The participation of the units of the system in the representation of their viewpoints to the Governor and Legislature, however, is not eliminated.

The Commission recognizes that its proposal of a single State Education Board is not new. Wisconsin has had more than a decade of experience with coordinating organizations which have had limited, though similar, responsibilities. This experience suggests that successful operation of a State Education Board depends upon the presence of the following conditions:

a. The Board must be composed of citizens of stature, ability, and willingness to share its responsibilities. The members of the Board should have interest primarily in the total educational system.

b. The Board must have an executive director who can provide outstanding statewide educational leadership.

c. The Board and its executive director must have a

technical staff which has the size, experience, specialized competence, authority, and budgetary resources necessary to gathering the information and providing expert counsel.

d. The authorities of the Board should be clear cut and its decisions under those authorities must be honored.

e. The State Education Board's authorities should not extend to the management and operation of individual institutions or to detailed surveillance of their educational activities, functions, and personnel.

f. The State Education Board must recognize that education as a state function, operates under policies which are different from those of other departments of state government. The desire of the people to manage their educational affairs outside the mainstream of partisan politics remains strong.

g. The Board may use advisory committees to extend the range of its competence and counsel on special problems or urgent issues.

The State Education Board would assume all of the statutory authorities and responsibilities now granted to the Coordinating Council for Higher Education, some of those now lodged in the State Department of Public Instruction, and would have new powers and duties commensurate with its purposes. To assure continuity in the management of the educational system, some portion of the present membership of the Coordinating Council

for Higher Education should become members of the State Education Board. This portion should be supplemented with new members whose educational interests and knowledgeability extend primarily to elementary and secondary education or to educational programs. Historically, the chief weakness of state boards of education has been the lack of strong executive leadership and staff inadequacy. The Commission recommends that the State Education Board have a quality of leadership, a staffing pattern and the research resources which will guarantee respect for its competence and activities.

2. Establishment of a State Board for Elementary and Secondary Education

The creation of a Board for Elementary and Secondary Education will provide citizen counsel and participation in state level decisions affecting public elementary and secondary schools. This recommendation reflects a strongly expressed desire to broaden citizen participation in the planning and management of education throughout all parts of the educational system. Unlike lay control of local school affairs, responsibility and authority for state-level decisions for this portion of the educational system now reside in the State Superintendent of Public Instruction. His counsel and recommendations now flow directly to the Governor and Legislature. The State Superintendent is assisted by staff members who comprise the State Department of Public Instruction.

The Commission has observed that urgent and critical educational problems lie in providing quality instruction in the beginning years of schooling, in providing for important individual differences throughout the years of compulsory school attendance, and in preparing youth for

transition from school to non-school activities. Education is basically a state responsibility, and state action is required. The Commission believes that a citizen board for elementary and secondary education will measurably strengthen citizen representation of this important part of the educational system. This Board will assume the statutory authorities and responsibilities of the State Department of Public Instruction. It will be assisted in its operation by an executive director chosen by the Board. The executive director must be provided an adequate staff, whose functions would approximate, but not necessarily duplicate, those of the present Department of Public Instruction.

Largely by custom and tradition, the State Superintendent of Public Instruction has been thought of as the state's "chief state school officer". His office, created by the Wisconsin Constitution, is elective and is filled in a non-partisan election in the same manner as the state's judicial officers are chosen.

The Constitutionally-described functions of State Superintendent are quite broad, but focus on the supervision of public instruction. In practice and statutorily, his chief administrative responsibility has been supervision of public elementary and secondary education. Yet, he serves as an ex-officio member of the governing boards of other educational institutions.

The Commission believes that the state's top educational administrator, or "chief state school officer", should be the person occupying the position of executive director of the State Education Board. The concept of "chief state school officer" contemplated by the Commission's recommendations is broadened to include concern for the total educational system.

The Commission believes that the State Education Board should be

empowered to seek and employ as its executive director the best qualified person available to serve as Wisconsin's "chief state school officer".

This recommendation anticipates a Constitutional change in the manner of the State Superintendent's selection. In the absence of such a change, the Commission recommends that the State Superintendent of Public Instruction become the executive director of the Board of Elementary and Secondary Education.

3. Establishment of a Board of Regents of Wisconsin Technical Colleges

Wisconsin has two types of institutions which provide programs of post-secondary education that are less than four years in length. One is Wisconsin's system of vocational, technical and adult schools, designed to provide occupational education. The other is the set of university branch campuses and centers designed to provide the first two years of a baccalaureate degree program. Each system has had a different history, purpose, program, pattern of finance, and student clientele. Each has a record of creditable performance of its mission. Wisconsin has pioneered in both types of institutions. This dual system of education, separating occupational education from academic education, has been a unique feature of Wisconsin's pattern of educational organization for more than fifty years.

Historically, the two-year branch campuses evolved from a depression-born activity of the University of Wisconsin Extension Division to provide an opportunity for persons to earn the equivalent of the freshman year of university work through combinations of supervised correspondence-study and extension classes. Frequently, the vocational schools were the sites in which these programs were offered. Later, the freshman programs were strengthened and expanded to offer the second year of

university programs. Communities elected to provide land and buildings, and two-year campuses were then in place. Now, the trend is toward extending some two-year campuses to four-year colleges, which then develop aspirations for graduate level programs.

Meanwhile, some of the technical institutes in the system of vocational, technical and adult schools have been moving toward collegiate status. Two institutions (Milwaukee and Madison) are accredited at collegiate level. The entire system already has representation on the Coordinating Council for Higher Education. The system has evolved toward larger and fewer districts of service and support, and strong overtures are made for state-financing.

This dual system explains the absence of the development of the junior college idea in this state. In addition, the nine state universities widely scattered over the state have in fact served the purpose of providing opportunities for academic education close to the homes of Wisconsin youth - one of the prime objectives of the junior college idea.

The Commission has observed national trends in educational planning and organization which suggest that Wisconsin now move toward a new or different type of educational arrangement -- an arrangement more suited to developing the varied potential of its human talent. The Commission suggests that our society must cast aside distinctions between vocational and academic education, and must develop high standards of performance at many levels of ability for every socially acceptable activity. Just as our educational system serves to enable some of our citizens to rise to their highest possible level of scientific and professional development, it must assure that others have the educational opportunity equal to their ability. The Commission has observed that the educational

system now accommodates in two-year branch campuses, the centers, and the lower divisions of four-year colleges considerable numbers of youth who do not continue to completion of a baccalaureate degree. (Between 15-20% of Wisconsin's population between 25-40 years of age now have baccalaureate degrees - and this percentage has not been rising rapidly.) Since the educational programs of the first two years of the baccalaureate degree program are general in content and preparatory to the more specialized studies of the junior and senior years, this type of program, while having inherent value, does not provide a satisfactory terminal experience.

Society emphasizes certificates, diplomas and degrees in its social values and employment practices.

For persons who undertake the programs of four-year colleges, this value system says that the completion of the baccalaureate degree is the only acceptable educational target.

There remain, however, other educational targets which require fewer than four years of training, which have rigorous standards of performance based on many types of talent and skill and which provide opportunities for a satisfying transition from school to non-school life -- primarily employment. These educational targets deserve a higher priority than heretofore accorded them in state planning and administration of education.

The Commission, therefore, recommends the creation of a system of state-financed technical colleges which will retain the functions and programs of the vocational-technical schools and expand opportunities for general studies by utilizing appropriate facilities of the two-year university branch campuses and centers. They should be so placed to take effective advantage of present educational facilities and to

provide convenient regional accessibility. The mission of these colleges will be the preparation of Wisconsin residents for employment. Its programs of education and training will be directed toward helping individuals acquire that knowledge, skill and general competence required for the skilled, semi-skilled, technical and para-professional occupations that may be acquired in programs of less than baccalaureate degree level. The programs will include general studies such as mathematics, communications skills, science, economics and human relations which are an essential part of the preparation for occupational careers. Certain of these studies will be transferable upon satisfactory completion to baccalaureate degree programs of four-year colleges.

These colleges should aim to demonstrate in Wisconsin a style of education that takes advantage of many types of learning experience, in and outside the classroom, in field and in factory. They should be flexible in their use of time, accommodating many students who must earn while they learn. They should be modern in equipment and instructional technique. They should be responsive to individual learning needs -- enabling learners whose previous education may have been interrupted to continue their education. They should be few in number and large enough to provide programs in fields attractive to the people and suitable to the needs of their regions. The administrators and instructional staff members of this system should be imbued with the philosophy underlying the mission of these colleges, selected on criteria suitable to their programs, and qualified to effect educational outcomes that are visibly meritorious.

To enable these colleges to fulfill their distinct mission with sureness and dispatch the Commission recommends the establishment of a State Board of Regents for the Wisconsin Technical Colleges. This

Board would have similar authorities and responsibilities to those now exercised by the Boards of Regents of the University of Wisconsin and the Wisconsin State Universities. The members of this Board should include, initially, members of the present State Board of Vocational, Technical, and Adult Schools, supplemented by members whose interests in education are general.

The Commission has noted that there are in Wisconsin a number of private, proprietary trade, technical, business and career schools that offer vocational education geared to employment. Their most universal identifying characteristic is that they devote their time to preparation for work in specific and well-defined areas. The Commission believes that the State Board for Technical Colleges should study courses and curricula offered by these schools, set uniform standards and regulations, and contract with these schools, where appropriate, to avoid unnecessary duplication between public and private vocational training institutions.

The State Education Board will be responsible for developing a plan for merging the programs, administration and activities, where feasible, of the vocational and technical schools with the branch campuses and centers and determine the number and appropriate sites of the technical colleges. The Commission does not propose 'instant' new colleges. Decisions about the effective use of established facilities may differ from situation to situation. The Board should have the authority to effect such arrangements between the Technical College system and the university systems as will facilitate the fulfillment of the mission.

4. <u>The Concept of 'The Universal School'</u>

A distinguishing feature of Wisconsin's educational system has been its programs designed to extend the benefits of its educational resources

in all parts of the state and to apply the skills of experts to the persisting problems of the people. The motto, "The boundaries of the campus are the boundaries of the state" has become more than a slogan. It describes the universality of interests and activities of the University of Wisconsin. The concept also pervades other parts of the state's educational system, particularly in areas of adult education. However, no clear directive about the purposes or missions of the several units of the educational system has developed.

One purpose of these outreach programs has been to enable individuals to earn credits toward degrees, certificates, or diplomas without having to be in residence on the campus. Programs of independent study through correspondence and extension work, which take instructors to classes in outlying communities, have been the traditional vehicles for these programs. Startling developments in the use of new media of instruction -- e.g., television, radio, video-tapes, telephone networks, computer-assisted instruction, imaginative concepts of teaching-learning relationships, and developing activities outside the formal educational system -- suggest the need for a new look at ways for achieving educational outcomes. These developments offer not only new ways of educating in the conventional system but the opportunity for wholly new educational systems.

The new educational system will provide to all persons from preschool through adult life the full array of educational resources which evolving technology is making possible. At the primary and secondary level the system will provide major resources for in-school use. Such resources will ultimately be necessary to provide individualized instruction as well as to vastly enrich group instruction.

At the post-secondary level the system will focus on education

from the viewpoint of adults, serving adult interests and styles of learning. The system will emphasize achieving specific learning outcomes and will evaluate learners on the basis of defined levels of performance, regardless of the length or type of previous study or experience. The system would be designed for the part-time learner who uses his home, community library, or other community resources as his campus. Through many media, electronic and other, the system will bring him lectures, discussions, conferences and interviews not limited to the faculty of a single campus but from experts throughout the state and nation. The system will permit the learner to adjust the pace of his education to his own personal requirements of time and capacity. It will enable persons to complete programs that had been previously interrupted. In summary, the new educational system should demonstrate that effective educational results are attainable without massing thousands of people on campuses throughout the state. Such a demonstration will bring changes in the instructional procedures of the conventional educational system. Because the idea has application throughout all levels of the educational system, the Commission has chosen to call it "the universal school." The idea is proposed not as a program to supplant the conventional system, but as a system most likely to advance the basic purpose of extending educational opportunities more fully to all citizens of the state. The system will have the responsibility for testing and evaluating promising instruments and media of education and assist in the preparations of instructional materials, procedures, and personnel required for their effective use throughout the educational system.

The Commission believes that the concept of the universal school has such promise that it deserves to develop and exercise its responsibilities

under the direction of its own governing board. It will organize and administer programs of off-campus education, formal and informal, designed for all levels of education. It will draw its talent for these programs from any part of the educational system, or from persons outside. It will develop, acquire, and test instructional devices and techniques and evaluate the educational effectiveness of promising developments in teaching-learning procedures. It will have a professional staff with competence in substantive fields of knowledge plus technical skill in developing or adapting instructional materials and procedures for the universal school. The credit programs of the universal school should be of such merit as to deserve accreditation among the state's institutions of higher education. The Commission believes that the system proposed deserves to have freedom and flexibility to design its programs toward its special purposes, unhampered by regulations and restrictions of the conventional educational system. Operating under its own Board, it should have access, through contract or purchase, to the resources of the total educational system and to the growing body of instructional materials being developed by sources outside the educational community.

This proposal would not extend to the responsibilities of the University of Wisconsin as a land-grant institution in the areas of cooperative extension service and experimental stations, funded in part by the Federal Government. Furthermore, all units of the system would continue to sponsor on-campus institutes, conferences, and other programs for adults in fields related to their instructional programs and for general cultural purposes.

5. Regional Boards

A recurring theme in the reports of the citizen task forces was the

desirability of establishing ways and means for educational institutions to cooperate in administrative measures which will increase their capacity to respond effectively to the needs of their areas. These needs have already been recognized, in part, by the establishment of the Cooperative Educational Service Agencies (CESA) in 19 districts of the State.

The Commission believes that it is possible to realize a substantial saving to the taxpayer through sharing of the economies resultant from regional programming, particularly in the non-curricular area. To do so, it will be necessary to substantially strengthen the present CESA's. These regional boards will be directed by citizens and will operate programs and services that are effectively and economically managed through group purchasing, or by use of regional pools of specialized educational personnel, instructional materials and equipment. The purpose is to provide not only regional coordination but also to bring improved educational services and practices to local school districts -- services they cannot afford or efficiently provide on their own. The Regional Board thus becomes a mechanism through which the State's Board for Elementary and Secondary Education can decentralize its activities and move the resources of the state toward the particular educational needs of each region of the State.

The Commission conceives that the effectiveness of the regional agency plan will be enhanced if the regions do not number more than ten. In view of the desirability of relating many educational services to other state programs, particularly in health and welfare, regions that have common boundaries for all state services would have important financial and administrative advantages.

The Commission has been aware throughout its study that Milwaukee poses questions that require extraordinary consideration. The Commission

believes that, while Milwaukee should be furnished with regional services, such regionalization should not be limited to either the city or county limits of Milwaukee. Rather, the region should include the total metropolitan area.

6. Detailed Organizational Recommendations

The formal details of the preceding recommendations are contained in the appendix on Organization and Structure, along with other organizational recommendations regarding the Higher Educational Aids Board, Marquette Medical School, and the two University systems. The operations of the Regional Boards are detailed in the Educational Management section.

FINANCING EDUCATION

The financing of education is a major concern of every level of government -- local, state, and federal. The change in the pattern of financing public school education, however, has not kept up with the shift in the taxing policies and powers of the respective levels of government. There is a strong trend toward reliance upon larger political units for the financial support of public education and a dramatic reversal of this trend is not anticipated. The Commission objective has been to retain all that is desirable in local participation in the planning and operation of public schools.

Plans for the financing of education during the formative years of childhood and youth in which school attendance is compulsory follow patterns that are different from those in which attendance is optional and are designed for a relative few rather than for all. The cultivation of a broadly educated citizenry is held to be an essential of a democratic society. The Nation has tried to eliminate barriers, financial and other, to educational opportunity. Societal forces, including education, have steadily expanded the range of knowledge to be acquired by the modern citizen, resulting in demands for extended periods of formal education. The basic questions are, for what number of years, and for what purposes does the public wish to provide free public education? Under what circumstances should individuals have a choice among schools they may attend? And what is desirable in sharing the financial support of education among local, state, and federal units of government, and among various sources of tax revenue?

1. <u>Financing Public Elementary and Secondary Education</u>

The concept of local tax contributions to the support of elementary and secondary schools should be retained as essential to encouraging interest and participation by parents and citizens in local schools.

Indeed, the Commission recommends a deepening of this citizen interest and involvement.

Present efforts of the state to share educational costs with school districts have left serious inequalities in educational opportunity and inequalities of tax burden among local school districts. The Commission believes that these inequalities cannot be redressed fully and effectively without changes in basic state taxing policies or procedures. Measures are required which assure that appropriate portions of revenue collected by the state but returned to municipalities can assist the local educational systems. The Commission is not charged with developing recommendations on state tax policy. But the welfare of schools and the education of Wisconsin people are inextricably woven into the patterns by which revenues are produced and used.

The Commission recommends certain modificaticns of the present school aid formula designed to improve the ability of the State to bring resources to local school districts.

Financing elementary and secondary public education has been the subject of numerous study groups -- the Biennial Aids Adjustment Committees, Blue Ribbon Committee, Gold Ribbon Committee, and Tarr Task Force. The equalization state aid formula used in Wisconsin since 1949 has been found by such groups to be basically sound and responsive to change in the factors which are used to determine differential equalization state support, based on property valuation as the criterion for ability to pay.

This means of measuring a school district's ability to pay for an adequate educational program is valid inasmuch as property valuations are equalized by the State of Wisconsin at full value, causing all districts to be measured, and taxes levied on the same norm.

While arguments can be advanced that property does not reflect all the elements which might be used or considered as an index of ability to pay, the fact that Wisconsin does have and use full property value overcomes some of the shortcomings of the use of assessed value which other states now contend with since they do not have data on full value available. Ability to pay, measured by income, is advocated as a supplement to property valuation.

It is important to emphasize that sound formulas for allocating state aid to schools cannot overcome serious defects and inequities in tax sharing formulas of other units of local government (cities, villages, and towns).

It is also important to note that, constitutionally and legislatively, the state and school districts are in partnership to fulfill a state responsibility for compulsory education, therefore, some balance in decision-making is desirable. Citizens need to be involved in decisions and actions which affect the educational destiny of their children, families, and community. Economies and efficiencies of centralized decision-making must always be balanced against implications for a democratic society which relies on local citizen involvement and control.

Thus, it is the conclusion of the Commission that the present state aid formula, with modifications, is the best vehicle available to provide state support to local school districts. [See Appendix D-1]

The Commission, however, believes that a number of changes should be made which would enhance the administration of state and local school district finance.

a. Professional Property Assessment

Local school districts and municipal services rely heavily on the property tax as a source of revenue to meet

these needs. Therefore, property tax equity among municipalities and school distrcits requires that property valuations be equalized regularly on a statewide basis. Insofar as possible, all state property should be evaluated annually, rather than on a six or seven year basis, by regional assessment offices of the Wisconsin Department of Revenue.

b. Distribute shared taxes based on need and local effort

Local ability to pay is heavily influenced by distribution of state shared taxes. It has resulted in providing state funds to municipalities which make minimal local tax effort to provide municipal services. The Commission concludes that the present system of distributing shared taxes is inequitable and that this inequality is a serious obstacle to equalization of educational opportunity. We recommend that the distribution of shared taxes take into account need and local effort, that shared tax distribution provide for equalization based on these two factors, and that a limit on individual municipality spending be imposed above which the state would reduce or stop sharing in these costs.

c. Eliminate Flat Aids

Under present conditions the districts which have a property valuation base capable of supporting a large share of net operational cost receive the higher flat aids rather than the lesser amount of equalization aid. We believe it fundamentally sound and equitable to pay state aids to all districts under formula distribution provisions. Therefore, we recommend that all flat aid payments be eliminated and that payments to all school districts be based on the equalization formula.

d. Increase State Share of Operating Costs to a Minimum of 40 Percent

There is a direct relationship between the level of property taxes in local school districts and the number of dollars fixed at the guaranteed valuation behind each student in the state aid formula. Property tax impact in each school district can be shifted downward by determining an appropriate guaranteed valuation behind each student for state aid purposes. In the past the Legislature has fixed the guaranteed valuation at a level which provided state payment of approximately 25-30 percent of total elementary and secondary operating costs. The Commission recommends that the Legislature increase average state support to 40 percent of total costs. This recommendation would have required a guaranteed valuation of $51,000 for the 1969-70 school year. Shifting to higher guaranteed valuation shifts local school costs from the property tax to sales and income taxes through the state aid formula. The effect on reducing property taxes is demonstrated in the following table:

1969-70 Net State Average K-12 Cost Per Student	Variable Guaranteed Valuations for 1969-70	State Average Operational Levy Rate
683	$42,000	16.26 mills
683	51,000	13.66 "
683	53,000	12.89 "
683	55,000	12.42 "
683	57,000	11.98 "
683	59,000	11.55 "
683	61,000	11.20 "

Thus it can be demonstrated that the state average operational levy rate would drop 5.06 mills if the guaranteed valuation were fixed at $61,000 rather than $42,000.

e. Increase Cost Limitation to 115 Percent

The recently adopted 110 percent cost limitation adversely affects some districts which cannot reduce their costs without materially impairing their educational programs. Accordingly, the Commission recommends that the limit be increased to 115 percent which will limit its applicability to districts financially able to absorb the excess costs.

f. Include Shared-Time Students

A number of local school districts provide shared-time instruction to students from private schools. The Commission recommends that the full-time equivalent membership of such students be included in the resident membership of pupils of the school district for purposes of calculating state aid payments.

g. Create a Special Fund for Students with Exceptional Needs

The City of Milwaukee is an example of an area which is not receiving an adequate share of educational revenues, although there are others throughout the state which receive less

publicity about their fiscal dilemma in meeting educational needs. Milwaukee's high property tax rate is not due to its lack of resources. Its valuation per capita is below the state average, but not greatly so; its income per capita is significantly above the state average. There are two causes for the city's plight: (a) the high cost of its non-school services, accentuated by the inequities in the distribution of shared taxes; and (b) the disproportionate number of students with exceptional needs. This last cause can be remedied by creation of a Special Education Fund recommended in a later section of this report dealing with special education.

h. Expand Categorical Aids

The Commission recommends the continuation and expansion of categorical aids for limited special purposes (e.g., driver education, transportation, experimentation) which the Legislature may determine in accordance with special needs and in which the public interest is served.

i. Evaluate Need, Performance and Productivity

The Board for Elementary and Secondary Education should be provided manpower and financial resources to assess outcomes, evaluate needs and audit the performance and productivity of Wisconsin schools. The Board should be required to make periodic reports and recommendations for change, necessary control and education program cost data which may be used to generate legislative policy decisions and/or modifications in the school aid formula to accommodate desired legislative policy.

j. Study Formula Based Primarily on Income

Immediate steps should be initiated to study the feasibility of using per capita income as a supplement to property valuation as the index of ability to pay and/or to combine per capita income with property valuation as a factor to determine the allocation of state aid to local school districts. The alternatives shall be provided to the 1973 Legislature.

Wisconsin children have the right to learn to read, write, compute, observe, hear, speak and manually perform basic skills. The Commission recognizes that equal expenditure per pupil does not yield equal results, and it recommends that investment in elementary schooling be budgeted to produce equal outcomes measured in terms of individual competence in the basic skills.

Recognizing the principle that investments should be adjusted in accordance with value added and expected rates of return, we recommend that expenditures for middle, secondary and higher education students be directly tied to the relationship between the beneficial results achieved and the necessary costs incurred. We recommend that "before" and "after" comparisons be made and that accomplishment be rewarded.

2. The Special Education Fund

To increase educational opportunity for the physically handicapped and culturally disadvantaged, to neutralize the effects of distance from home to school and to encourage experimentation and innovation in Wisconsin schools, we recommend that the Legislature establish a special education fund for allocation among the various categories, projects, and programs planned and proposed by regional boards, public and private elementary schools.

Included within the purview of this recommendation are education programs provided to children, youth and adults having exceptional learning problems. Our goals with respect to such students are:

a. To provide equal educational opportunity throughout the State of Wisconsin;

b. To impose the cost of special education, transportation and experimental programs on all areas of the state rather than just the locus of such programs;

c. To make funding flexible enough to adjust to the changing requirements of education programs.

The exceptional continuum--as the Commission has defined it--places the learner with limited potential and abilities, particularly the mentally retarded, on one end of the scale, the individual with virtually unlimited capacities or unique talents on the other. Between these two end points on the exceptional learning continuum, we have placed the learner having special needs--the physically handicapped, the emotionally disturbed, the remote student and the student requiring compensatory education programs. Those learners requiring compensatory education programs are frequently identified by racial, social, or economic characteristics.

There are many children throughout the state who could benefit from special programs but who for many reasons do not have an opportunity to enroll in them. According to a special report of the Department of Public Instruction, present educational programs and services are available for the following categories: the mentally retarded, physically impaired, deaf and hard of hearing, blind and partially seeing, emotionally disturbed, those with special learning disabilities, the speech handicapped, and the homebound. Current programs reach only about one tenth of the group which needs special help.

Heavy concentrations of students requiring special education programs are found in only a small number of urban centers. Therefore, the high cost of such programs is borne by a few school districts. These same urban school districts are faced with a high municipal over-burden on the property tax base and are at a disadvantage in competing for the local tax dollar to support such programs.

While the greatest cost of providing such programs is borne by a few school districts, society in general and government in particular benefit from an investment in special education. It is when the individual enters adulthood and--hopefully--finds it possible to become a productive and independent member of society that great social benefits are produced. One of the returns on dollars invested in special education can be measured in taxes paid on earnings over a period of 30 to 40 years. Equally important are the savings enjoyed because the individual is not institutionalized and not dependent upon public agencies for health and welfare. Finally, society will most assuredly benefit if the potential of the gifted person is realized through educational opportunities.

With society broadly benefiting from investments in special education, the Commission is of the opinion that the cost of such programs should be shared by the state as a whole.

It is recommended:

a. That the financial support for all special education programs throughout the state be derived from the general fund revenue of the state;

b. That a special education fund be established to provide financial support for allocation among various categories, projects and programs throughout the state;

c. That allocations from the special education fund cover only those

costs above the basic support provided by the formula appropriation and local funds;

d. That special education programs be organized around educational criteria rather than medical diagnosis. Programs providing similar educational treatment should be included within the same category.

These recommendations are not unique. For years, the state has assumed major responsibility for educating the physically handicapped, such as the deaf and the blind. More recently, it has manifested greater concern for the mentally retarded and the emotionally disturbed. It also has approved substantial transportation aids and special grants to meet the needs of the culturally disadvantaged. The Commission is recommending a systematic, comprehensive program for discharging responsibilities which the citizens of this state have long recognized and assumed.

Wisconsin's current state aid formula is based on the equalization principle that places a guaranteed valuation back of each resident child in average daily membership. With adoption of the recommended adjustments to the state aid formula, the state is assumed to have equalized educational opportunity by assuring an adequate valuation base for local property valuation. The Commission is of the opinion that the adjustment for equalized property valuation does not guarantee equality of educational opportunity.

The Commission believes that equality of educational opportunity for population groupings should be conceived as providing differing educational programs and services to meet the differing educational needs of the individuals served. Here again, attention is called to the underlying emphasis on an individualized, student-oriented system of education.

Accordingly, the Commission further recommends that:

a. State funds for special education categories, projects, and programs be allocated to regional boards and public and private schools upon the basis of formal application;
b. Application for such funds be accompanied by a plan submitted by the appropriate governing board;
c. The plan presents evidence of population groupings requiring special education programs;
d. The plan set forth the specific educational treatment to be effected by such programs;
e. The plan be developed with the assistance and active participation of members of the communities involved;
f. The plan be comprehensive and show all special education programs being carried on, and all available resources (federal, local and private, as well as state) being used;
g. After the proposals have been reviewed those plans that best meet the criteria shall be approved, and a specific allocation of money made to the sponsoring agency;
h. The allocated funds be released in stages upon demonstration that reasonable progress is being made toward the objectives stated in the plan.

Under present state law local school districts are <u>not required</u> to offer special education programs, nor are they required to identify persons who could benefit from special programs. To remedy this situation the Commission recommends:

a. That precise, measurable standards be developed that will identify those persons who might benefit from special education programs, especially those who might benefit from remedial or compensatory education programs;

b. That every school district within the state submit an annual census (in accordance with the policy of the Board for Elementary and Secondary Education) of school age children within their district who meet the criteria for eligibility for participation in special education programs;

c. If it is determined that children who meet the eligibility criteria for a special education program are not otherwise being provided with the appropriate educational program, the local school district should be required to contract for such services with the regional board.

Any system for the distribution of state financial support for special education programs should incorporate the following principles and objectives: (a) that the process of distribution not interfere with the most efficient and innovative local utilization of such resources, (b) that the distribution criteria be responsive to the potential cost and benefits of the specific proposals, (c) that the local school administrator be permitted flexibility in allocating available fiscal resources to program components, (d) that the distribution system encourage the initiation of new programs, (e) that the distribution system encourage the placement of children, with special education needs, within the regular school program, and (f) that the distribution system make maximum coordinate use of federal, state, and private funds and resources.

Program monitoring and evaluation are an integral part of educational planning. Therefore, the Commission recommends:

a. That fiscal responsibility be insured by requiring an annual audit of program income and expenditures;

b. That regions and schools which have received financial support

for the special education programs be required to implement program accounting for such programs;

c. That programs which have been approved be monitored and evaluated on a regular basis. (The programs that are producing beneficial results should be continued, and those that are failures should be discontinued.);

d. That program content and statistical data on special education programs which have proven beneficial be published and disseminated to other schools for their use in formulating a plan for providing special education services.

In summary, the Commission recommends that the Legislature make two major appropriations for elementary and secondary education: a basic appropriation for distribution to the local schools on a formula basis and another appropriation for categorical aids including special education.

The categories, projects, and programs financed from categorical aids should be coordinated by the regional boards under guidelines established by the Board for Elementary and Secondary Education.

3. Financing Private Elementary and Secondary Education

Wisconsin has demonstrated a consistent pattern in private K-12 education. During the last thirty years, private enrollments have accounted for approximately 20 percent of total school enrollment.

The decline in enrollments has occurred almost totally within the Catholic School System. What is not clear are the reasons for the decline.

The Commission has carefully reviewed and analyzed the material available with respect to financing of private elementary and secondary education. Throughout, the Commission has sought to remove the emotional overtones from the issue, seeking to arrive at a sound factual base upon which public policy questions might be resolved.

The Commission has examined the "constitutional questions" involved in providing aid to private education. The Commission, however, believes that such questions do not obviate an examination of the issue on its merits. The Commission has done this and has included a special section in the appendix of the report setting forth its findings.

The Commission concludes that public monies can be spent best to continue and strengthen our society by encouraging the establishment and continuation of broad societal programs in the public schools, rather than in a general statewide distribution to private institutions.

The Commission's recommendations are not directed toward preserving the private school system but rather to enable those institutions which wish to continue their mission by insuring that their pupils receive equality through receipt of ancillary services. Furthermore, these recommendations seek to provide for the orderly transfer of children to the public system where private systems are phasing out.

The Commission, therefore, recommends that:

a. Public and private K-12 educational systems should be encouraged to further explore and establish shared-time and released time programs. In addition the legal, regulatory and fiscal impediments to such programs should be removed. This will require modification of the state aid formula to include shared-time pupils in the base for determining state school aid.

b. Regional boards should be authorized and directed to furnish to all public and private schools within the region certain specified ancillary services, some or all of which are now being offered by some public or private schools within the state. The funds to establish and maintain these ancillary service programs should come from general state tax revenue.

c. The legislature should create two special funds to which public school districts may turn for immediate financial assistance (through loans) when by virtue of the closing of grades or schools in a private system, the public school district faces a financial crisis.

d. The legislature appropriate funds for grant-in-aid for special education and innovative programs and for educational research, available to public and private schools, and establish appropriate guide lines.

4. Financing Private Higher Education

The Commission recognizes the contributions made by non-profit private institutions of higher learning and recommends that the membership of the State Educational Board include persons who are knowledgeable about this important facet of the educational system in Wisconsin.

Unlike private elementary and secondary education, private higher education is not surrounded by rigid constitutional limitations, nor is the concept of religious permeation embodied in K-12 private schools a factor in higher education.

Consequently, the Commission views the situation of non-public institutions of higher education in a different light. The mission of private institutions of higher education, (if seminaries are excluded) serves purposes other than the inculcation of a particular religious value system. These institutions are an important segment of the State's resources for higher education. The Commission recommends, therefore, that students who elect to attend such institutions receive substantially the same financial assistance as those who elect to attend public institutions.

5. Financing Undergraduate Post-Secondary Education

There is much ferment in current discussions on financing colleges and universities. Governing boards of all types of institutions from two-year colleges to major universities, public and private, have been confronted with a series of events which pose serious dilemmas in educational finance. The debate reaches to state legislatures and the halls of Congress. The decisions to be arrived at have great importance to individuals and families who are making college plans for their children. The provocative series of events includes heavy enrollments, expanding programs and services, strong competition for scarce, high quality faculty members and mounting construction and maintenance costs in the face of reduction in many types of federal programs, tightened state budgets, shifting objectives of foundation-financed activities and the decimation of resources by general inflation.

The arguments range from those who advocate the principle of extending low cost public education--free if possible--through the entire educational system--to those who urge that colleges and universities should price their programs at full cost. The proponents of "the low cost" principle urge that low cost education is the most practical and

economical method of providing equal educational opportunity. They further contend that by this method, each generation helps pay for its own education by providing the same educational chance to the succeeding generation. They stress that society enjoys a benefit from the educational investment beyond that which accrues to the individual. And finally, they suggest that while current revenues are tight, the resources of the nation remain large, concluding that the Nation and states together can afford to provide higher education, asserting the idea of free public education through direct institutional grants.

Those who advocate full-cost pricing of higher education point to the fact that under the low-cost principle, many financially able individuals and their families receive higher education at much less than the cost of providing it --in effect receiving a subsidy paid by persons of lesser means and by those who do not attend college at all. They contend, furthermore, that the economic value of a college education accrues primarily to the individual who can in turn recover his personal investment through increased earning power. They indicate that the principle of student contribution to educational costs is established in both public and private institutions and that while the student share of these costs has been markedly rising without visible effects upon the decisions of youth to attend college, it is wise policy for individuals and their families to know the full financial implications of their decisions to invest in higher education.

They further indicate that full cost accounting will generate a higher level of institutional accountability as the full cost of higher education and each of its programs is readily identified for the legislature and the public.

Variations of these arguments proceed ad infinitum. The Commission appreciates that there is persuasiveness in either position. The Commission's own position and its recommendations are based on one guiding purpose: To provide a plan which will make it financially possible for individuals to attend any college in Wisconsin for which they qualify.

The recommended plan requires all undergraduate students to pay the full costs of their education in the institutions which they attend. A plan of student financial assistance, operated through the Higher Educational Aids Board, would provide basic grants of $500 to all Wisconsin students and alternate grants to students whose individual and family resources fall short of their ability to pay the full cost. The amount of the grant would equal the difference between the ability to pay, as determined by established practices in making such determinations, and full cost. Tuition from students in public institutions would be deposited in the state general fund for appropriation to state colleges and universities along with funds to cover capital and other non-instructional costs of undergraduate education. The students would receive vouchers from the state which, upon certification of enrollment by the designated officer of the college or university, would be exchanged for grants according to a payment schedule arranged by the institution and the Higher Educational Aids Board. Preliminary explorations of the financial implications of the plan indicate that the amounts collected from student receipts by the college and university systems would approximate the amounts now provided in state appropriations for instructional costs. It is estimated that this plan would make college attendance financially possible for between four and five thousand high school graduates who have the aptitude and motivation to attend college but are unable to afford it.

The plan, therefore, adopts the full-cost principle but increases in major amounts the funds for student financial assistance and makes grants available on the basis of ability to pay. The increased funds for student financial assistance derive from increased tuition charges. Because the application of this idea is new and its precise effects upon student choices and institutional incomes cannot be predicted, the Commission suggests that the idea be tested by a gradual step by step increase in tuition and student financial aids in state-supported institutions. In this way, the State Education Board can observe the effects of the plan, make recommendations to revise it, adopt other plans or return to present practice.

The Commission points out, however, that all emerging trends point toward new plans of finance, among which plans like those now recommended are receiving foremost attention in many states and in the agencies of the Federal Government. (For details on the Commission's proposals for the financing of higher education see HIGHER EDUCATION OPPORTUNITY PROGRAM which follows in the appendix).

6. Financing Professional and Graduate Education

Professional and graduate education have special needs and special problems of finance. The intermixture of research activities and professional training and of graduate and undergraduate teaching responsibilities, the high costs of these programs to both students and institutions, and the relative scarcity of high quality resources make the adequate financing of professional and graduate education a matter of crucial importance. These considerations point to the desirability for a planned concentration of such resources. Wisconsin has one of the nation's top ten centers of excellence in professional and graduate education. The state's efforts should be to preserve

and enhance the reputation of the University of Wisconsin as a prime national center for the advancement of knowledge through research and advanced education.

In general, state governments have not provided major support specifically for this level of education. State support for research has not been large, and when given, is usually limited to specified, narrow purposes. Yet, in recent years, enrollments in professional and graduate programs have grown at a more rapid rate than have enrollments in undergraduate programs. This development has been made possible by large infusions of Federal funds for research and other purposes, by increased educational activities funded by foundations, corporations and other donors and by the needs of instructional departments for assistance in teaching large numbers of undergraduate students.

The Commission believes that a natural and appropriate sphere for Federal support of institutions of higher education lies in the maintenance of national centers of high level research, professional and graduate education. These centers should and do attract highly qualified students from many states, and nations, and as graduates they move to many states and nations. These educational programs are expensive, and many of their products in research, specialized knowledge, and technical skill are critical to the advancement of human welfare, not just of the state, but of the nation and the world. With the sharing of responsibility by the Federal Government, the states would be able to concentrate their resources upon the general education needs of their citizens.

There is no present assurance of a Federal plan that moves in this direction, although trends toward consideration of ways and means to provide support for programs of institutions, rather than specific projects, are discernible.

Meanwhile, the Commission recommends that plans for financing the education of professional and graduate students be based on a plan similar to that for undergraduate students. The Commission recommends that the State assist qualified professional and graduate students by establishing two year training-grants that provide financial assistance toward the completion of their studies. Such training-grants would be limited to residents of Wisconsin, be administered by the professional or graduate school of the institution under procedures that would guarantee the eligibility of students regardless of their field of specialization and would require the personal recommendation of their major professors. If a training-grant recipient should require more than two years to complete his studies, he should be eligible for loans supplied under programs from the institution or HEAB. The training-grant for Wisconsin residents who go to out-of-state professional or graduate schools should be a loan, all of which would be forgiven if the recipient, upon completion of his degree program, returns to Wisconsin to practice his profession for at least two years.

This set of training-grants would provide a needed supplement to Federal and foundation-financed programs and would promote recruitment of a larger proportion of highly qualified Wisconsin students among the graduate and professional student population.

7. Financing Vocational-Technical Education

The Commission has carefully studied the financing of vocational-technical education and has not discovered any compelling reason why it

should be financed any differently than any other higher education program.

In an effort to place financing of vocational-technical education on the same basis as other state supported higher education, the Commission believes the state should give the Board of Regents for Technical Colleges full flexibility in locating post-secondary vocational-technical facilities and reduce the burden of local property taxes. The Commission recommends that the public costs of post-secondary vocational-technical education now borne by the local property tax ($32 million, made up of $30 million in operating costs + $2 million in debt service costs of physical facilities) to be shifted to state income, sales and excise taxes.

State taxes, as claimed elsewhere in this report, are superior to local property taxes on a number of counts: they are less costly to collect, closely related to ability to pay, more fairly administered and they place the burden of programs with diffuse social benefits on a broader base. Finally, the Commission believes that these, as other, post-secondary facilities should be located to best serve their statewide clientele and not be dependent on local willingness to pay for buildings and grounds.

8. Monitoring Assessment and Control

The Commission recommends systematic assessment of the outcomes and effects of investment in post-secondary schooling and other education activities to provide information and data for decision-making by the Governor, Legislature and all Wisconsin citizens. We further recommend a regular audit of the procedures, practices, and accomplishments of Wisconsin's education agencies to maintain responsible accountability for results.

Overlapping and overfunded programs, inefficiencies, and poor performance could be lessened if educational officials throughout the state had better information on which to base their judgments. Over a period of years such monitoring of the educational programs in this state should result in the wisest and most prudent use of our financial resources.

We are aware that at both the secondary and higher education levels, the status given institutions and departments has been measured on the basis of inputs--faculty-student ratios, measures of teacher preparation and quality of physical facilities. Credits earned and degrees granted are proximate measures of outcome. They measure what goes into a given education process and what takes place within the institutions but do not measure the results that emerge. They must be supplemented, then, with measures which more accurately relfect effects of the formal schooling experience.

We can insure that educational expenditures economically accomplish desirable purposes by establishing a system to monitor the performance of the educational system at all levels. Such a system must, as specifically as possible, determine the following:

a. The goals of the system;

b. The cost factors put into the system;

c. The outcomes and effects of the system at all levels;

d. The effectiveness of different processes and methods used in pursuing the educational goals.

Given these general objectives, the question is put: Who should monitor the Wisconsin educational system at all levels?

The Commission is convinced that monitoring, to be effective, must be done at a level and with authority that can require response. Generally

speaking, the board which controls the purse strings can expect to receive the maximum response to suggestions based on the results of monitoring. To further determine the effectiveness and the necessity of all or selected programs of education in the State, the Commission recommends that the State Education Board monitor the educational agencies under its jurisdiction.

Specifically, the outcomes and effects of existing educational institutions and their goals should be evaluated by the State Education Board:

a. In terms of standardized assessment of academic ability, skills, critical thinking and creativity:

b. In terms of manpower output goals; and,

c. In terms of all other statistically significant and important, measurable outcome effects (i.e., earnings, occupation, social service, mobility, political participation).

At the elementary and secondary levels the Commission particularly recommends objective and rigorous assessment of the type now being considered by the Education Commission of the States.

Standardized tests are in existence to measure objectives such as critical thinking and creativity. However, it is still true that in these and other areas the intuitive and subjective judgments of competent educators may be the best, or only method of educational assessment.

Standardized assessment is no magic answer in achieving educational goals; it is simply an effective technique that can be used to a greater extent in many areas to measure educational gain. However, recognition of its limitations should be underscored. An attempt,

for example, to compare levels of reading ability of inner core students with those in suburban areas without allowing for differences in cultural and socio-economic back-ground would obviously lead to mistaken conclusions. Such limitations can be overcome. Standardized testing and evaluation can be an important instrument for improving education in the state.

A second major method of judging present performance and setting the goals of the educational system is through measures of manpower outcomes. Education frequently finds application in the occupations which make modern industrial society function. Vast amounts of money are spent at many levels, expecially in higher education, to offer educational opportunities which prepare men for a variety of specific careers. The state currently does not adequately project its future manpower requirements in various skills, techniques and professions. These projections can be used to match skill areas of severe shortage with appropriate educational programs.

Specifically, therefore, the Commission recommends that an appropriate single state agency assume responsibility for developing and maintaining an information system to:

a. collect data which describes current occupational patterns in terms of earnings and demand;

b. project future manpower needs by skill area and major program of study;

c. communicate this information (data and projections) to the State Education Board and General public to promote their use in decision making, planning, and budgeting;

To some extent, these activities are carried on to a greater or lesser extent by various agencies. It is desirable that they be united

in a single, central agency if the benefits are to be fully realized. This elimination of human and financial waste should pay for the effort many times over.

9. Financing Continuing, Adult, and Avocational Education.

To maintain reasonable balance between organized activities and effective demand, it is recommended that continuing, adult, avocational, and extension education, as well as public service activities of colleges and universities, be financed by private contributions, student fees, and user charges.

The need for preparation to use leisure time is becoming increasingly apparent as affluence grows and free time becomes more wide-spread. Society has traditionally placed emphasis on the productive use of time. However, society is rapidly approaching such a level of economic and technical sophistication that major portions of the population will not be needed for full-time productive effort.

At present, the state is investing heavily in avocational education, with over 575,000 state residents participating in non-credit instruction programs offered by the University Extension. The state's vocational-technical schools spend nearly $1.4 million annually to support non-credit courses. Yet this represents only a small formal portion of the effort expended in pursuit of leisure time learning. It is likely that the greatest share of the money spent on avocational education is channelled through the private sector. In addition, money flows through local recreation departments which conduct different types of continuing education programs for groups of all ages.

Because of the close relationship between vocational, academic, and leisure education, we believe that it is both impossible and unwise to attempt to draw firm lines of demarcation. Instead, we believe that

leisure-time education needs can be served best by merging the governmental education organizations which are now offering programs. This should be done on a regional as well as a statewide basis, in order to recognize the differences in socio-economic composition which exist in the state.

Merging the several entities which now offer various types of programs will reduce duplication and permit a more integrated approach. By combining dispersed resources, the new organization will be able to take a direct approach toward meeting the needs of the total population.

The Commission's investigation indicates that vocational facilities are generally used at high levels relative to capacity during the summer months. Retired teachers are a prime source of skilled instructors with services being donated. Wealthy senior citizens sometimes underwrite some of the costs of expanded programs for people of retirement age. This commendable practice should grow.

It is our conclusion that much avocational education will remain a part of traditional institutions of education and that it should be supported by user fees with overall state-funded coordination.

SPECIAL EDUCATION

There is little doubt that the number of inadequately served children with learning handicaps constitutes a serious waste of human resources, and promotes unhappiness and, equally untenable, escalates unnecessary economic costs to the public.

The long-range goal of the state should be to eliminate the need for "special education." Prevention, early identification and treatment and education-program emphasis on the individual child's progress are obviously the most socially and economically desirable uses of state and local resources.

The Commission recognizes that the larger society, outside the domain of education, controls many of the resources necessary for the achievement of these goals. While suggestions will be made about these general causes, specific program recommendations will be within the purview of education, broadly conceived.

The Commission believes that Wisconsin must provide an education program which is appropriate to the optimum development of every child. It is essential that all education policies and practices be updated so that counseling, curriculums and teaching processes meet the needs and reinforce the progress of each student.

When this is accomplished, the needs of most children with learning handicaps can best be overcome by serving them in the regular school program, augmented by part-time special therapy and educational services. It is anticipated that only a small percentage of those with the most severe handicaps will need separate, intensive special education programs.

Systems must be designed so that all children with special needs can

shift between the regular and special educational environments and between regular, intensive or institutional schools for varying lengths of time. It is also clear that the local school system should be responsible and accountable for the progress of every child, until she or he progresses as a young adult into higher education or to the world of work. Those who will need continued counsel and assistance must be referred to other competent, continuing services.

The mutually-reinforcing conditions of poverty, social and cultural isolation, handicapping illnesses, birth defects and malnutrition which result in part from the social stratification of society combine to cause the greatest incidence of handicapped children in need of special education. Although these conditions are not always in combination, the most effective ultimate solutions are: the elimination of all barriers which segregate or isolate groups or individuals by reason of differences in income, race, religion, cultural or ethnic background; further research on relationships between these conditions and the incidents of handicaps in children; and emphasis on the preventive aspects of quality education to all children and adults.

Many of the recommendations on special education such as early education, family counseling, flexible curriculum, enriched use of wide community resources as a part of education programs, will be equally effective for all children. Most of the suggestions are not new and some are being implemented in individual school districts. The Commission wishes to emphasize their importance and extend their coverage.

In a comparative way Wisconsin has done an excellent job in developing special education for many handicapped children. Governmental departments and universities have had a major role in exploring new and better ways to serve children. In updating state policy and service, it is important to maintain

present programs for children now being served.

The complexity of multi-agency, multi-faceted new program development will require the time and effort of many people. It must be expected that the benefits will be felt primarily by children who are not yet in school.

While the range of statistical estimates is very wide, largely because definitions vary and because the input of statistical data is inconsistent, the Department of Public Instruction has provided the following estimates:

	% of Child Population	% not now being served
Mentally Handicapped	2.30%	16.16%
Hearing Handicapped	0.57	19.0
Sight Handicapped	0.10	47.0
Speech Impaired Handicapped	5.00	----
Orthopedic Handicapped	0.25	56.0
Homebound	2.00	No data
Emotionally Handicapped	1.00	95.0
Special Learning Disabilities (including language disorders)	11.20	95.0
	22.42%	

There is no estimate of the number of children whose learning handicaps are caused by socio-economic factors. But it is known that a large number of children have dropped out of school and that children in poverty areas such as the Milwaukee Model Cities area are as much as 27 percentile points below the rest of the city in academic achievement at the sixth grade level.

Looking ahead for planning purposes, competent educators estimate that the number of children who will have special learning problems, at some time during their early-childhood-through-secondary learning careers, will be about 30% of the group. Twenty percent of the children could probably be served by appropriate supportive processes in the regular school program.

Eight percent could be well served in that regular program, if it were supplemented by part-time or short term special education or therapy services. Two percent of the children would probably require separate, intensive education, tied as closely as possible to the school programs of their peers.

Estimates of uniquely gifted children who need specially enriched education services are three percent with high intelligence and an additional two or three percent with outstanding talent in such fields as the arts, scientific inventiveness and outstanding physical competence.

Special education in separate classrooms with appropriate low teacher-pupil ratio costs from two to three times as much as the education of an average child in the regular school program. Many educators believe that some of these children would be better served in the regular school program if appropriate supplementary services were provided. The cost of this approach is estimated to be the standard pupil cost, plus 30%.

Long term cost benefits must be measured against the waste of human potential and the cost of welfare or institutional care of every child whose development and education prevents him from becoming an independent contributing member of society. Conservative estimates of average annual costs of people who are dependent on society is from $1500 to $2000 per year if they can live in the community and from $5500 to $9000 per year if they must be cared for in institutions. It must also be recognized that the child or adult who is given good institutional care may have longer than normal life expectancy.

The cost implications per year for developing special education services for all these children are clear.

A wide range of factors contribute to failure to meet all children's needs. There are rigid traditional relationships between federal, state and local governments. Responsibility for action falls on a range of health, welfare, and education agencies with different emphases. Criteria for use of

different federal matching grant programs are not coordinated. Trained and qualified personnel are not available. Citizens who are understandably concerned with tax demands do not understand the potential of known, up-to-date educational processes or approaches. Communications between citizens, educators, students, administrators, unions, and professional associations clearly need strengthening.

The Commission recommends that while continuing current "special education services", a new state policy be established to focus on prevention of learning handicaps and on service to children, whose handicap cannot be prevented, within the regular school program, whenever feasible. To that end the Commission recommends legislation to:

1. Define the updated policy with the emphases described above;
2. Establish clear lines of authority and responsibility at the state and local levels;
3. Give strong support to education programs which emphasize positive reinforcement of each child's progress within his capacity and rate of development;
4. Encourage service to children with learning handicaps within the regular school program.

It is recommended that state fiscal support be increased for service to children with learning handicaps, to provide strong incentives to local school districts to implement the updated state policy.

The Commission recommends that prompt state action be taken to face up to special education manpower problems and to provide public information services to update the understanding of parents, youth, teachers, and citizens. To that end legislation should be prepared to:

1. a. Give decisive leadership to all interested agencies and resources to resolve the "special education" manpower problem, through:

- coordinated manpower planning
- strengthened and updated in-service training
- updated undergraduate and graduate professional education
- creative recruitment and screening of students who want to become educators
- re-evaluation of certification standards
- training and use of para-professionals and volunteers
- multi-agency use of scarce personnel
- planned maximum coordinate use of available resources

b. Require an annual progress report to the Governor

2. a. Develop an aggresive, multi-media, multi-organization public education program to increase citizen, parent and teacher understanding of current knowledge of: family planning; parent role in child development; effects of poverty and racism; accident and disease prevention; importance of acceptance of handicapped children in regular schools; the facts and myths relating to mental health and emotional disturbances; the availability of services; potential value of early identification and treatment; importance of nutrition.

b. Include funding for key new personnel, consultant services and production of effective education materials, assuming maximum use of shared approach by all interested public and private resources.

3. The Commission recommends that the State Education Board be responsible for development of definitions, criteria and standards for special education fund allocation among the various categories, projects and programs for each educational agency.

The Commission recommends that the Governor appoint a Task Force to develop and sponsor a prototype project in one or more carefully selected school districts, to develop and implement improved processes through which children with learning handicaps may be identified and served.

The Commission recommends that the Governor direct the appropriate liaison representatives of higher education, vocational-technical education, elementary-secondary education, health, and social services to work with the Task Force in the development of the prototype project.

It is proposed that federal and/or foundation funds be sought to carry out the six or seven year demonstration and that all participating state and local organization, including those in the private sector, be encouraged to contribute as much as they are able. These contributions may be dollars or space, supplies, assigned personnel, consultation services, office services, equipment loans and other.

Development of the project plan will be a cooperative effort of the Task Force, the target community leadership, interested state and local medical leaders, educators, agency administrators, and representatives of funding agencies. With the counsel of these interested resources the Task Force will establish the parameters of the plan, select the target area or areas, and assign responsibility for fund application. The Task Force will make annual progress reports to the Governor, and from time to time, will propose such legislation as is needed for statewide implementation of those parts of the program which are proven to be educationally desirable, the prototype project should provide the capability to:

1. Evaluate feasibility of recommended changes;
2. Identify successful techniques to enlist cooperative involvement and support of parents, education administrators, physicians, psychologists, therapists, teachers, other educational personnel,

students, agencies, business, higher education and all community resources;

3. Develop cost-benefit data;
4. Prepare frequent progress reports and findings for use in other districts,
5. Provide statistical data for research and study of the special educational and medical needs of the handicapped and disadvantaged.

The Elements of the Project Program should include:

1. Early identification and treatment--infant examination programs;
2. Early childhood education, when prescribed;
3. Interdisciplinary diagnostic team evaluation and prescription for each child referred as one with a probable learning handicap;
4. Education of these children when feasible in the regular school program;
5. Follow-up of each handicapped child's progress;
6. Extensive involvement of parents;
7. Counseling and information services to parents and prospective parents on family planning and child care;
8. In high poverty areas, coordinated delivery of health, welfare, legal, housing, and family counseling services in neighborhood service centers;
9. Year-round use of school plant and equipment to meet needs of children and adults;
10. Updated and innovative policy and practice in curriculum and in positive reinforcement of children's progress;
11. Extensive experimentation with use of para-professionals; volunteers and students in the education process;
12. Careful cost-benefit analysis of specific service innovations;
13. Exploration of ways to identify and reward excellence in quality of services.

Among criteria for the selection of the district or districts, the following factors should be considered:

1. A mixture of urban, rural, ethnic groups, migrant families, white-collar and blue-collar workers, and of sufficient size to obtain valid data for projective use;
2. A school system whose administration and teachers are receptive to the proposal, and preferably may have some elements of the program under way or under consideration;
3. A community in which professional organizations and health and social agencies are ready to contribute to the development, implementation, and evaluation of the programs.

EDUCATIONAL MANAGEMENT

Excellence in educational outcomes depends finally upon the quality of the teaching-learning process the education system provides. Education is not a commodity which is packaged and sold. Education is an achievement, and it results from individual talents and efforts exercised in the presence of the educational opportunities and choices that individuals experience.

The citizen task forces expressed strong concern about the nature of the opportunity and choice which the current educational system provides. Their recommendations seek an educational system that makes learning happen. What is studied should make a meaningful difference in the lives of learners. Learning activities should increase the individual's powers to educate himself. The learning environment should promote self-confidence and self-respect among all learners and cultivate respect for individuals who differ.

The recommendations of these groups have important meaning to teachers, administrators, parents, students and the general public. The recommendations call for deeper involvement and participation by all these groups in the planning and operation of educational institutions through school advisory groups and university campus councils. They suggest new concepts of the role of teachers and of making the educational experience immediate and graphic through films, recordings, and live or taped television programs. Greatly improved guidance and counseling is essential.

The Commission found in its student studies that many of these viewpoints are shared by students in public schools and colleges. The

Commission interprets the recommendations as measures having direct educational benefit which also will enable the educational system to respond more adequately to current waves of citizen dissatisfaction and student unrest.

LEARNING MANAGEMENT

A goal of "individualized instruction" emerged from several of the task forces. This concept is defined, not as a tutoring system with one teacher for every student, but as a system in which the activity each student pursues has been chosen as the one most appropriate for his individual needs at that particular time, whether it be group or individual activity.

Such a system will accomplish more than simply giving better learning. It will allow students with special needs to be absorbed in the educational mainstream. In fact, it recognizes that every student has special needs and seeks to accommodate them.

Learning System Renewal

To achieve this, the educational system must change its emphasis from group to individual through adoption of varied learning and teaching methods. It must have systematic flexibility to shift from the teaching of large numbers of students to only one student and to allow each student to learn at a rate commensurate with his ability.

One system proposed earlier which moves toward this goal for students outside the institutions of learning is the Universal School. The proposals here are concerned with students inside the elementary and secondary schools as well as those who might be there but are not now.

The Commission has identified requirements for the implementation

of individualized instruction:

1. Differentiated Staffing--the use of personnel with differing teaching functions, levels of responsibility, and salaries. (i.e., master teachers, teachers, lab assistants, teacher aids, teaching interns and media specialists).
2. Flexible Scheduling--any method that permits assignment of activities to varied time periods and changes in these assignments on short notice to suit students' needs and unique features in the learning process.
3. Flexible Resources--spaces and facilities for varied activities by small and large groups, equipment which lends itself to planned or spontaneous graphic presentations, equipment which students can use without supervision, school resource centers with personnel to advise on and coordinate the use of materials and equipment and field sites for watching and interacting with the real world.
4. Shared Responsibility--relying on those who operate and use the educational system to change it as well.

Design and Implementation

This system must be designed by the people in each school and district for their own needs with the state providing counsel, coordination and material aid. Personnel at the local level develop a formal organization which will be responsible for proposing staffing patterns, resources, processes, and lines of responsibility which will move the system toward the goal of individualized instruction within the limits of the school system's resources and available aid.

Designing the system at the local level enables local personnel to

acquire much of the experience needed to operate the system. Secondly, after having designed the system themselves, local personnel are greatly inclined to accept it.

To support the local design efforts, the Board for Elementary and Secondary Education should:

1. Establish a single, multi-purpose child information system which will include essential data on health and learning progress of each child in the state so that a dependable stream of data is available to provide the basis for:
   a. long- and short-term education manpower planning K-12, vocational-technical, university education,
   b. cost benefit analysis and control of state funding processes,
   c. follow-up of individual children, in spite of family mobility, so that appropriate education services are made available.

   It is essential that this improved information program be developed with appropriate protection against misuse of data or of "labeling" children.
2. Set criteria and develop programs to insure that every school provides:
   a. continuing in-service training to update administrators, teachers, and other personnel,
   b. curriculum evaluation and adaptation to realistically meet the needs of children,
   c. pupil personnel services (including counseling) for all children at all levels of elementary and secondary education,
   d. flexibility in programming that will allow for special planning to meet the needs of uniquely gifted children or of children with learning handicaps.
3. Solicit participation in the program from school districts whose boards

are willing to delegate responsibility for continuing redesign of their educational system to an organization which includes all instructional personnel, administrators, interested students, and school board members.

4. Give information and counsel on
   - measurement of educational outcomes,
   - allocating time and resources in the design process,
   - technical questions which arise during design,
   - practices that have worked elsewhere.
5. Provide categorical grants where needed to finance the designing and planning efforts. To prepare for its role, the Board for Elementary and Secondary Education should establish its own programs of
   - research and cataloging of educational objectives and measures of educational outcomes,
   - research in the use and evaluation of educational media,
   - cataloging of successful educational innovations in Wisconsin and elsewhere.

Curriculum

The task forces recommend several changes in the current school curriculum:

1. Encourage and assist the elementary and secondary schools in making education for employment an integral part of the learning experience of all pupils, since knowledge of the world of work is central to self-fulfullment and effective contribution to society;
2. Organize secondary schools as comprehensive schools without seperate vocational tracks;
3. Develop and expand cooperative education programs, as recommended

in the State Plan for Vocational Education;

4. Offer a "capstone" arts, humanities, and contemporary problems course in the secondary schools. This course would be designed to conclude the student's secondary education. It would be scheduled in the senior year as a core course, replacing traditional senior classes in English, social studies, art and music staff members whose chief concern would be to bring course content in these disciplines to bear on contemporary social problems on the local, national and international levels.

Counseling

The Commission recommends a statewide information and counseling program to be instituted by the State Education Board in order to:

1. Inform students of the new opportunities for post-secondary education made possible by programs which offset limited abliity to pay;
2. Find students in the early years of high school who these programs will affect and guide them toward courses which will prepare them for post-secondary education;
3. Guide students who plan to leave the educational system toward courses which give them skills known to be presently marketable in their area;
4. Monitor the job market and the plans of industry to inform counselors and curriculum planners of the skills which are marketable.

Extra-Curricular Policy Making

During the past year, numerous court decisions have brought into question the legality of many educational rules and regulations involving non-curricular concerns. In order to bring such regulations within the guidelines established by the courts, the following proposals are recommended:

1. Revisions of Section 120.13 of the Wisconsin Statutes concerning school board powers which would:
   a. Establish advisory committees for each school to review and revise rules and standards. The advisory committees should be composed of representatives of all affected persons in the development of appropriate rules and provision of redress and effective appeal;
   b. Assure that rules, if adopted, are written and widely promulgated so as to provide real and effective notice to all concerned.
2. An addition to Section 118.13 is recommended which would prohibit pupil discrimination by giving all pupils in public schools the right to participate in all school activities regardless of race, religion, sex, nationality, or economic status.

REGIONAL COORDINATION

The Regional Board will provide a forum for articulation of curriculum among schools, technical colleges, and public and private colleges and universities in the region. It will also provide stimulus for joint educational programs and resource sharing among them. In particular, it will furnish advice and assistance to private schools for the establishment of shared-time programs with public schools, including assistance in curriculum planning and schedule coordination.

Services to Local School Districts

The major economies that can be realized in combined purchasing, coordinated transportation services, and centralized special education programs can only be fully realized if there is 100% participation. State funding, utilizing the incentive of categorical aids for certain services,

will assure that all districts avail themselves of these services. Such services will also be made available to the not-for-profit private schools within the region.

The following are examples of services intended to be made available by the regional board:

1. Regional Learning Resource Center. Regional sharing of special instructional materials will be maintained by the regional board. This center will include:
   a. Consultant services, including curriculum development, media utilization and distribution;
   b. Storage and retrieval of information;
   c. Purchasing and contracting for special services;
   d. Evaluation of the use of educational technology in the instructional process;
   e. Materials for the Universal School's program.
2. Insurance. All K-12 insurance will be purchased through the regional business office. This will include fire and wind insurance on facilities as well as workmen's compensation, health insurance, and accident insurance for children and athletes. This insurance will be purchased under guidelines established by the State Insurance Department. The local school district will reimburse the regional board for the actual cost of the insurance. The Commission further recommends:
   a. That the Regional Board coordinate insurance buying with the State Insurance Department and that the Department perform the following functions and services:
      -- establish a "risk management" unit to develop and maintain minimum and guideline insurance specifications for schools and districts;

-- distribute these specifications to insurance counselors and agents in the state or particular areas;

-- award of insurance contracts must be made on the basis of the lowest bid received;

-- advise local school personnel of the advantages of coverage by the State Fire Fund;

b. That the Regional Board be considered as the "group" for the purposes of workmen's compensation, health and life insurance; that it assume the bookkeeping and administration of all insurance matters;

c. That legislation be enacted (1) to permit consolidation of several school districts for the purpose of purchasing insurance, and (2) to prevent school district from permitting only residents of that school district to bid on or be awarded the insurance contract.

3. Data Processing. The Regional Board will furnish at cost all data processing, both educational and administrative, to the local districts and the Wisconsin technical colleges. The region may also sell such service to private schools and colleges. The region may establish computer centers, purchase such service from firms that offer data processing services on a competitive basis and/or make use of computers located in Wisconsin technical colleges or in universities in the region.

4. Transportation. The region will furnish all school transportation. The region may own its equipment and/or contract with private bus companies to furnish such service. (Comparative costs will be maintained between private contracted service and district-offered transportation.) This service would be 100% funded by the State Board for Elementary

and Secondary Education. The Commission recommends that:

a. The Regional Board may assume ownership and control of all school busses within their districts. (This would involve an eight-year phase-out program to assimilate busses and routes now contracted for privately. No reparations will be due the local school districts, since the state will assume both capital financing and debt retirement);

b. The State Bureau of Purchases and Services establish three uniform bus sizes and develop related specifications that those busses must meet; then sealed bids would be let on either a state or district-wide basis;

c. The Regional Boards construct and operate strategically-placed warehouse/garages. These buildings would perform a dual function--they would provide local distribution points for all purchases and a garage for bus maintenance and storage;

d. The Regional Boards and the State Board for Elementary and Secondary Education develop or utilize existing computer routing models.

5. Food Service. The regions will provide food service to the local school district. Emphasis will be placed upon the development of centralized kitchens and convenience type foods. The region may provide the service itself and/or contract for it. This service will be funded as it is now--partly by the students and partly by the Federal government.

6. Purchasing and Warehousing. Local school districts will make all purchases through the Regional Board. It will furnish professional purchasing services and warehousing to the local school districts and to the technical colleges within the region. The school district

would pay for goods received. This service will also be available to private schools within the region.

7. Special Education. The Regional Board will coordinate special education services and will be responsible, at the request of local districts, for providing services which can be better provided through service to children in several districts.
8. Collective Bargaining. The region will furnish legal and negotiating services to local districts at their option. This will permit the hiring of professional negotiators.
9. Driver Education. The Regional Board will control and coordinate the driver education function for all schools in its region. Emphasis should be on the elimination of the massive duplication and inefficiency.
   a. Advanced driver training concepts and equipment provided at certain of the state's more progressive schools ought to be adopted.
   b. Studies should be conducted after the implementation and successful operation of a comprehensive driver education program to determine and substantiate the efficacy of such programs.
   c. Segregated funding of driver education should be converted to normal general purpose revenue funding on the basis of need.
10. Monitoring. The State Department of Public Instruction is presently charged with the supervision of elementary and secondary education. It is also responsible for encouraging Wisconsin schools to use modern instructional methods. While the department promotes research and development programs, it is hampered in its efforts in trying to effect change. Organizationally, it is too far from local school boards to effect educational change.

In certain aspects, the Regional Board will act as a district

office of the Board for Elementary and Secondary Education. These duties will be in the areas of research, educational demonstration, and evaluation. The Regional Board will coordinate and monitor federal or state funded research and demonstration projects in its local districts. This will be done as part of a state coordinated research program. While the regional board will not have the power to withhold state aids to a district, it will recommend such action to the State Education Board if a local district fails to meet the minimum standards.

Program Planning and Budgeting

The Commission recommends that:

1. Planning-programming-budgeting system concepts be implemented on a state-wide basis for all school districts. Emphasis will be concentrated upon the development of and reliance upon goals, objectives, and performance indicators to measure the accomplishment of these;
2. Financial reports to both the school district and the Board for Elementary and Secondary Education be presented on a program format;
3. The Board for Elementary and Secondary Education, acting through the Regional Board develop and operate training programs to instruct local school administrators in the theory and practice of program budgeting and comprehensive planning;
4. The Board for Elementary and Secondary Education summarize school district program expenditures and program budgets for presentation to the Governor and Legislature in support of requests for state aids.

Research and Information

The foregoing activities enumerated for the regional boards and the

requirements for data from local school districts will call for a reevaluation of the present methods of data collection. It is the Commission's desire to eliminate paperwork, not encourage it. Therefore, it is recommended that a research and development section be formed within the Board for Elementary and Secondary Education. This section will:

1. Develop and maintain a statewide information system to coordinate and speed the flow of essential data between schools, school districts, regional boards, and the state Board.
2. conduct management studies among the state's elementary and secondary systems for the purpose of up-dating operations with new concepts and techniques;
3. develop a supportive system for the implementation of management sciences.

EDUCATIONAL PERSONNEL

Teacher Education

Programs for the selection, preparation, and in-service training of teachers need thorough examination and revision. At all levels of the educational system, deficiencies are seen in the readiness of teachers for the responsibilities and tasks of today's education. The needs for greater specialized knowledge and professional skill, for experience with differing people, different enviroments, and with the non-school world are clear. Continuing development of teaching and counseling effectiveness while in service is essential. The Commission recommendations extend beyond certification practices typically based upon credits in courses labeled "liberal arts" or "education". They suggest certification standards based upon teaching competence as developed in types of preparatory experience other than classroom studies and only after mandatory internships

in the educational system.

The teacher should not be viewed as a disseminator of knowledge, but as a diagnostician of learning needs and as a motivator in the personal development of the student, in the development of human relations, of communication skills and of social awareness.

The Commission recommends that all teachers be more completely prepared for their profession. Special needs exist for (1) teachers who can work with learners who require special educational attention; (2) teachers who are adequately prepared by experience and training for occupational education; (3) teachers who are specially prepared for teaching in the two-year technical colleges; (4) teachers who can plan, participate in team teaching or as part of the differentiated staffing pattern; (5) teachers trained in the effective educational use of modern instructional equipment and materials; (6) counselors whose background of experience is broad enough and whose skills in working with youth and their parents are adequate for them to be effective in educational and occupational counseling.

The Commission has observed that teacher education as a specific mission of the educational system appears less important than it was before the State's teachers colleges evolved into state universities. This mission should be reestablished along entirely new patterns geared to the needs of the 70's and beyond.

The Commission recommends that the State Education Board take the following actions:

1. Request institutions to redesign their programs of teacher education,
2. Request that the State Board for Elementary and Secondary Education develop procedures for certification of elementary and secondary education that will provide teachers qualified and ready for the developing needs of the educational system;

3. Request designated universities to concentrate on educating:
   - teachers of individuals who have unusual needs -- physical, intellectual, emotional, social;
   - teachers and administrative staff members for technical colleges;
   - specialists and technicians in the field of educational technology;
   - specialists in the evaluation of educational outcomes and program budgeting;
   - specialists in administration at all levels of educational responsibility.
4. Place responsibility for setting certification standards for teachers and administrative staff of technical colleges with the Board of Regents for Technical Colleges.
5. Set certification requirements and institute training programs for paraprofessionals and teacher aids.

To assure competency of all persons being educated to teach in public elementary and secondary schools, each candidate for teacher certification should be required to successfully complete a supervised teaching internship, served for one complete semester and carrying the equivalent of one semester of credit for the student (15 credits). The intern should receive meaningful supervision and consultative support from a university. but should be assigned directly to a cooperating instructor within the public school.

Essential to the success of the program are adequate funds to offset a portion of the intern's cost and to compensate the cooperating instructor for supervision. The program is intended to provide all student teachers with direct exposure to the profession of teaching and more than double the existing pre-service teaching experience. The stipulation that the internship be allotted one semester of credit should result in a

restructuring of the teacher education curriculum. Each institution should be permitted to determine the details of its program, but in no case should the internship cause a student to extend the time necessary to complete graduation requirements.

The Commission recommends that the State Education Board establish on a selected campus a pilot program patterned after the Bank Street College of Education in New York for the training of teachers in early childhood and elementary education, urban education, and counseling. It is expected that a pilot program of this nature would replace existing programs at selected institutions and that successful components would be incorporated into other teacher prepration programs.

To assist in keeping teacher education abreast of changes and to provide a liaison with teachers, the Commission recommends that an advisory committee of practicing classroom teachers be established to advise the Board for Elementary and Secondary Education on teacher education and training.

Collective Bargaining

Collective bargaining is part of the pattern of contemporary industrial relations. Teachers, like other public employees and professionals in many other fields, may choose to depend on united action to support their claims for compensation, reasonable working conditions, and participation in the formation of operating policy. At the same time the public expects collective bargaining in education to contribute to the building of a more effective system.

To meet common goals, the Commission recommends clarification of Chapter 111.70 of the Wisconsin Statutes pertinent to education personnel:

1. . That an obligation to bargain clause be incorporated into the statutes ,

requiring that both parties negotiate in good faith, as contained in 259A (1968-69);

2. That teacher strikes and teacher lock-outs be classified as a prohibited labor practice, as proposed in Bill 259A (1969). Further, that industrial relations techniques and procedures be developed, including continued reliance on fact finding and mediation, minimizing or completely eliminating strikes or lock-outs as a means of resolving disputes;
3. That the Regional Board furnish legal and negotiating services to the local districts, at the option of the local district. This will permit the hiring of professional negotiators. Further, any existing legal obstacles to the formation of regional bargaining units or associations should be removed from the statutes.

The Commission urges that policy recommendations regarding collective bargaining in higher education be made by the Governor's Advisory Committee on Employment Relations. And finally, it is recommended that the Wisconsin Employment Relations Commission (WERC) be directed to continue its administration of Chapter 111.70 for educational negotiations. A report on the application of Chapter 111.70 to the educational negotiations should be made annually to the Governor and the State Education Board to assure continuing effectiveness in the administration of the law.

TEACHING TECHNOLOGY

The use of new technological tools in education was given special attention. The study prompted the recommendation that learning tools of this kind be selected and used in a new system-an "open" educational system-which they make possible, rather than simply automating present-day

methods. The foregoing proposals for regional boards, individualized instruction and the Universal School incorporate properties of this new system. In addition, this special study recommended the immediate funding and development of the long-proposed state educational television network as a capital investment and an early step toward the "open" system.

Nationwide technological development has outstripped its utilization in educational institutions. The State can realize greater educational output chrough the use of this technology.

The State Education Board should provide the coordination and develop in detail the requirements necessary to implement a state technology network which can capitalize on existing resources. Much of the existing gap can be overcome by tying together technological systems that have become independent and unrelated to one another.

As a step in this direction, the Regional Board should develop and maintain a cooperative book program among their schools, to include both text and library books. The Commission also urges that 1969 Senate Bill 363 be reintroduced during the next session of the Legislature and that it be amended to include school libraries in the proposed new county and multi-county library systems.

The Commission believes Wisconsin has an opportunity to place itself on equal footing with other states in the use of teaching technology. The initial investment, once a full scale program is developed, will provide long-range economies that will impact on the state in the years ahead while offering the citizen of Wisconsin new and beneficial educational opportunties.

COUNSELING AND GUIDANCE

If there has been a single recommendation that has recurred in each task force and been heavily underscored by the student participants, it has been the need for a strengthened counseling and guidance system. In a survey conducted by one task unit, twenty-one teams of trained volunteers visited sixteen Wisconsin communities. The results of this survey indicate that, in addition to urging that more attention be given to work preparation for terminal secondary students, parents also support emphasis on guidance toward post-secondary vocational and technical education.

A revitalized network of career guidance and personal counseling services is essential if Wisconsin students are to obtain educational experience relevant to their needs and capabilities. It is imperative that each level of education have adequate personnel in this area. Approximately half the students surveyed by Commission personnel considered present efforts inadequate, both at the high school and college levels.

The Commission recommends that the State Education Board undertake a study of existing counseling and guidance services and of counselor preparation and proceed to develop a plan to upgrade and supplement such services on a statewide basis.

Each system should assist in developing programs to foster new techniques, in-service training, and recruitment under the coordination of the State Education Board.

A correlative effort, particularly with respect to job demand and related information, should be undertaken to provide guidance and personnel with information about current job opportunities and trends.

HIGHER EDUCATION MANAGEMENT

Learning Environment

The Commission recommends that the doctrine of in loco parentis be abandoned. The idea that a university serves as a parent is no longer acceptable either to students or to university administration. While the university is a community within a community, the Commission believes that students should be treated in non-academic affairs on the same basis as other members of the larger community. The Commission does not suggest that this transition of student life to full community citizenship should occur without careful examination on each campus, but that it should be studied by the administration and students to delineate areas of mutual governance.

The Commission recognizes that the university community has problems of protection and security different from the larger community, not unlike differences that exist between cities and the suburbs. In an effort to harmonize the desirability of local responsibility in police matters, the Commission suggests greater support and clearer definition of the roles of on-campus police, whose primary mission is to protect university property, not to enforce codes of conduct.

Meaningful student participation in the activities of the university is achieving recognition throughout the nation. Students have sought more than passing consideration in this matter. Changes to date, however, have been nominal. The Commission urges that higher education move with dispatch to assure meaningful student participation in university affairs. To this end, the Commission earlier recommended campus councils for each university campus.

Students feel that student government should be given greater recognition and responsibility through incorporation into university administration. The Commission has urged that student representatives to campus councils be selected through the democratic process now utilized by student government. The degree of student government authority should be measured in part by the desired independence for self-governance in non-academic affairs.

Student concern over the cost of education, perhaps, has been underestimated. While the Commission's recommendation for a Higher Education Opportunity Program strongly underscores this concern, it is essential that students have a voice in the administration of grants and aids. Accordingly, the Commission recommends the creation of an advisory board to the Higher Educational Aids Board to assist that board in its policy-making and to offer advice on needed changes.

Within institutions of higher learning, students feel that basic studies, now required, are fast becoming outmoded. As high schools have upgraded this course structure, course repetition is occurring at the university entering level. Such duplication is undesirable from the student's point and is costly in its operation. Consequently, the Commission urges restructuring of basic study courses, and that this restructuring be made uniform throughout the state, with emphasis on inter-disciplinary studies. Such a pattern would resemble the Integrated Liberal Studies program at the University of Wisconsin-Madison.

Hand-in-hand with this proposal, the Commission urges greater facilitation of uniform credit transfer among Wisconsin institutions. To this end, the State Education Board should encourage course evaluation and modification in basic studies that will permit student flexibility in moving from institution to institution and from program to program

within institutions.

The Commission has been aware throughout its study that there has been a marked trend in the shifting from classroom instruction to independent research on the part of faculty. This trend, developing over the years, has not been confined to Wisconsin alone. With few exceptions, the alienation of student from teacher has encouraged the isolation of classrooms and depersonalized the experience. This is due, in part, to increasing enrollments, the sheer impact of institutional size and the ability of faculty to demand greater freedom and flexibility within institutions to pursue personal business and independent research.

Current student protest is a manifestation of distress and underlies the inability of the student, as consumer, to have an impact in reversing this trend. The Commission endorses the principle of student evaluation of instruction and courses. This process should be formalized within each institution.

In keeping with the Commission's general belief that students should be treated as young adults, experimentation is urged in revamping the present letter grading system.

Finally, the Commission recommends that the systems of higher education, under supervision of the State Education Board, examine in detail the opportunities for vitalizing academic calendars to include alternatives for:

1. A plan to allow maximum flexibility to students and institutions for course work and facility usage through a 4-1-4, quarter, or other calendar system;
2. Work experience within the formal educational program.

Planning, Budgeting and Information Systems

Any governmental operation which utilizes 67% of the state's general revenue must be closely monitored and assessed. Policy makers at all governmental levels need assurance that citizens receive the highest value for their investments in government. Since education competes for scarce resources, as do other governmental functions, it must develop tools and techniques for both managing resources and "telling its story."

In the 1970's, educational administrators across the nation face increased reluctance on the part of legislators and governors to provide large appropriations for public schools and universities. This is because both public school and university enrollments will grow at a much slower rate than during the prior decade. In addition, demands for better public health care and environmental protection will make increasing demands on state revenues.

In the opinion of the Commission, Wisconsin's educational administrators must find new and better methods for displaying the importance of education and its interrelationships with society. To achieve the necessary communication and understanding, approaches are needed that relate academic programs, activities, and resources to their requirements and costs. This will require the implementation of better management information systems.

The development of a sound information system for all education should be among the first orders of business for the State Education Board. Many governmental agencies have experimented with and adopted planning, programming and budgeting systems (PPBS). The State Education Board should move swiftly to develop this capability for all segments of education.

The Commission, through the efforts of private consulting firms, examined selected parts of the Wisconsin education system and made several key recommendations concerning the development of a PPB system.

The Commission recommends development and implementation of a program and outcome-oriented approach to planning. Although the public education agencies are now utilizing a program budget format for reporting their biennial budget requests, this recommendation goes beyond the format and discusses: (a) the need for developing appropriate detailed program and planning methods which relate to academic objectives, (b) the desirability for developing a "zero-base, cost build-up" budgeting format, and (c) the need for developing improved program and service cost information for use in cost-benefit analysis. Of critical importance is the suggestion to prepare a six-year financial plan reflecting the resources and costs required for the accomplishment of defined missions. This longer-range forecast is timely since Wisconsin will begin its first four-year gubernatorial term in 1971. The Commission also recommends and endorses the combination of operating and physical plant capital budgets in a single budget document derived from the same academic plan.

The Commission recommends designing and implementing a planning and budgeting model which recognizes the relationships between program objectives (outcomes), academic activities (processes) and resource requirements (inputs). The model should prove valuable as a tool to assist in the planning process and in developing long and short-range financial plans and budgets and should provide the means for "modeling" and evaluating the effects of various policy alternatives. Together with the six-year forecast, the modeling process should provide valuable information concerning future costs, future benefits, and effective processes.

The Commission recommends that the State Education Board promote the development of a PPB system at the University of Wisconsin. The initial effort should be directed toward the design of a data-gathering system compatible with internal and external communication needs. Indeed, the need for better information is so critical that the Commission recommends that sufficient funds be requested by the University of Wisconsin in the 1971-73 biennium to begin the effort. Control of such funds should be transferred to the State Education Board upon its creation.

Many of the benefits resulting from installation of a University of Wisconsin PPB system will accrue to the State Universities, Technical Colleges, and, directly to the University of Wisconsin. The system should assist academic and support service managers as well as executive and legislative decision-makers. Model building and long-range forecasting should display education's resource needs and productive outcomes in readily understandable detail. The PPB system should provide a "cross-walk" of information to satisfy all legitimate users.

IMPACT OF THE RECOMMENDATIONS

The Commission realizes that its proposals have far-reaching effects. The recommendations should be viewed in the light of their controlling purpose to design an educational system that, in the opinion of the Commission, Wisconsin's citizens would like to have.

The Commission has observed that Wisconsin's educational system over the years has developed more by independent rather than coordinated design. Its institutions, their types, locations, and expanding programs have sometimes been the product of fortuitous circumstance instead of prudent plan. The Commission is also aware that programs are now established under circumstances that differ from those the Commission recommends. Some of the changes proposed, therefore, may be difficult to effect. A primary concern of the Commission, however, is that the state have effective plans and power to move the future development of its educational system along lines which provide tangible evidence of wise use of the state's financial resources.

The Commission's recommendations would reduce proliferation of educational institutions and programs. In fact, the recommendations contemplate fewer and stronger schools, colleges and universities. They move against a feared 'deadly mediocrity' among the state's educational institutions by defining missions for different educational programs and by encouraging highest possible excellence in each mission. They diminish the need for development of "nearby colleges" by making education financially possible at any Wisconsin college regardless of the individuals residence or economic circumstance. They envision a system in which the University of

Wisconsin is the capstone, an outstanding national center of excellence and the state's primary resource and facility for research, graduate, and professional education. The Wisconsin State University system would concentrate on four and five year programs, renewing attention to the education of teachers and graduates trained for other specialized service.

The Wisconsin Technical Colleges would provide one and two year programs that prepare the medical, engineering and business technicians, and the skilled and semi-skilled workers required in an increasingly technological society. The Universal School would bring additional educational opportunities into the homes, schools, and libraries.

Strengthened resources to elementary and secondary educational system, complemented by regional programs with specialized capabilities, would help all communities keep pace with educational needs. The whole educational system would be geared toward plans and programs that make better use of time, space, and teaching personnel. From top to bottom of the system, educational institutions would focus on desirable educational targets for which they would be accountable. Finally, the recommendations provide that progress toward these proposed objectives be prompt when possible, and by slower steps when the circumstances dictate it.

The major element in the recommendations is the creation of the State Education Board. The careful overview of plans and proposals are vitally needed for coordinated usage of our available resources. The students, the parents, the taxpayers, the Legislature — all will benefit from the judgments of this new single board.

The Commission holds these targets to be attainable. The specific plan by which they are reached is less important than the attainment of them. The Commission urges careful consideration of its recommendations, followed by prompt action to implement those found meritorious by the people and their elected representatives.

APPENDIX

ORGANIZATION AND STRUCTURE

1. STATE EDUCATION BOARD

A. GENERAL PURPOSE:

To serve as the educational agency of the state which has the responsibility and authority to determine the continuing needs of Wisconsin citizens for educational programs, facilities and services of all types and levels from early childhood through adult life; to recommend plans, policies, and legislation designed to respond to those needs; to provide broad policy direction to educational institutions and agencies; and to perform such other duties as may be assigned to it for the orderly planning and development of the state's educational programs, facilities, and services and their effective utilization. It shall not be the purpose of the Board to exercise any responsibility or authority over the internal direction of the educational activities of individual agencies, systems or institutions.

B. FUNCTIONS

1. To assume <u>entirely</u>, the statutory responsibilities and authorities of the Coordinating Council for Higher Education.
2. To assume the <u>general</u> statutory responsibilities and authorities now given separately to the State Superintendent of Public Instruction, and other education service and regulatory agencies such as the Higher Educational Aids Board and the Educational Communications Board; and to effect such merger and coordination

and management of the total educational system of the state.

3. To serve as the state agency which applies for, receives and supervises the expenditure of funds allocated to the state for educational purposes specified under provisions of Federal legislation. This responsibility does not extend to Federal funds made available directly to educational institutions or to staff members of such institutions.
4. To provide the Governor and the Legislature with information and counsel on legislative proposals, administrative policies, or other events or actions which may affect the educational programs of the state.
5. To request and receive from all educational institutions and agencies information, data and counsel required for the planning and policy-formulating functions of the State Education Board.
6. To authorize and fund research, demonstration, or other experimental projects designed to improve the procedures, practices or products of educational institutions or agencies.
7. To prepare and recommend to the Governor and the Legislature, at the appointed times, a consolidated budget request for the educational systems, institutions and agencies, including requests for capital expenditures.
8. To allocate, disburse and monitor the approved budgetary funds from and for the Governor and Legislature.
9. To establish such advisory committees as are needed to meet the Board's responsibilities.
10. To determine the geographic location of technical colleges in consultation with the Board of Regents for Wisconsin Technical Colleges.

11. To submit an annual report to the Governor and the Legislature and to the general public upon the "state of education" in Wisconsin.

12. To encourage cooperation between public and private education in the state, at all levels, including assessment of the value, contributions and needs of the independent institutions which serve in the public trust in partnership with the public education systems.

13. To stimulate effective coordination between various public institutions and between public and private institutions, particularly on a regional basis, in the areas of program planning and coordination, credit transfers, faculty and student exchange, and shared facilities wherever possible and appropriate.

14. To define the public service missions of the total educational system and the several parts of the system and to develop the policies, procedures and administrative mechanisms by which these may be planned and coordinated to achieve effective and economic utilization of the resources of the total system. Public services include: extension services; off-campus classes; institutes; forums or adult education classes; demonstration programs, or other specialized activities and services which are not organized or administered or part of system programs of resident instruction.

15. To employ an Executive Director with recognized reputation in education and proven executive competence.

16. To employ a staff commensurate in size, experience, and technical competence with the importance and needs of the Board.

This staff shall be constituted to provide strong support services to each of the working committees of the Board and to serve any or all committees of the Board in the areas of budgeting, planning, legislation, management sciences and research and development.

17. Functions of the Executive Director and staff shall include but not be limited to:

    a. Serve the Board in a supportive role providing the professional studies, development of information and analysis of alternative courses of action and assessment of their technical and political implications for the future.

    b. Aid the Board in developing and implementing statewide education policy.

    c. Review agency and institutional budgets. Prepare the integrated education budget, evaluating alternative uses of resources and optimizing the use of resources with the education goals and objectives set out by the Board.

    d. Assist in the presentation of the integrated education budget to the Governor and the Legislature.

    e. Assist in the allocation and audit of authorized budgetary funds.

    f. Evaluate the performance of all education boards, agencies and institutions based on their approved plans and budgeted programs.

    g. Develop an information system which provides for central collection, coordination and dissemination of a common base of statistical information to be used for decision-

making throughout the state education system and also provides for periodic updating of this information base to keep it current and relevant.

h. Assist in the coordination of extension, public service, and avocational education activities which are presently handled by a wide variety of public and private agencies and institutions.

i. Develop and administer, under the guidance of the Board, certain statewide programs and central services such as computers and data processing, library services, and educational research.

C. MEMBERSHIP AND ORGANIZATION OF THE STATE EDUCATION BOARD

1. The State Education Board shall consist of nineteen members.
2. One of the nineteen members shall be drawn from the membership of the boards of each of the proposed major education operating units, i.e.,
   (1) Board for Elementary and Secondary Education,
   (2) Board of Regents of Wisconsin Technical Colleges,
   (3) Board of Regents of the Universal School,
   (4) Board of Regents of Wisconsin State Universities,
   (5) Board of Regents of the University of Wisconsin.
3. Because of the desire and necessity to involve private higher education in long-range statewide planning activities of the Board, one member of the Board should be a trustee of a private, non-profit college or university.
4. Because of the importance and magnitude of Wisconsin's commitment to elementary-secondary education, it is recommended

that at least eight appointments be made of persons having knowledge of and interest in the operation of the public schools of the state.

5. In the interests of continuity, it is recommended that some citizen members now serving on the Coordinating Council for Higher Education be selected among the remaining appointments. The term of office of CCHE members shall be for the remaining period of their membership on CCHE.
6. The Board shall elect its chairman annually from among its membership.
7. The Board shall organize itself into three divisions. One division shall concern itself with General Education from the beginning school years through the twelfth grade; a second shall concern itself with technical college education; a third shall be concerned with university-level education.
8. The chairman of the State Education Board shall serve ex-officio as a member of each of the divisions of the Board.
9. Citizen membership on the Board shall be broadly representative of the state's citizens who are qualified to serve its purposes.
10. The membership positions shall be voluntary, unsalaried and part-time in nature with per-diem reimbursement of expenses customary for such appointments.
11. Citizen member appointments shall be for nine-year overlapping terms with two members appointed each year. Citizen members should serve only one complete term, with no reappointment.
12. The term of members of the Board who are appointed from the major education operating units shall be for the period of their membership on the operating board but not to exceed

nine years.

13. The Executive Director shall be employed by and will serve at the pleasure of the Board which will set the terms and conditions of his employment.

2. BOARD FOR ELEMENTARY AND SECONDARY EDUCATION

A. GENERAL PURPOSE

The State Superintendent of Public Instruction shall serve as the Executive Director of the Board for Elementary and secondary Education until such time as a constitutional amendment makes this position appointive by the Board. The Board will oversee the operation of the state's elementary and secondary education systems and be responsible for recommending to and implementing the directions of the State Education Board dealing with public education through grade twelve.

B. FUNCTIONS OF THE STATE BOARD FOR ELEMENTARY AND SECONDARY EDUCATION UPON PASSAGE OF A CONSTITUTIONAL AMENDMENT

1. To assume the statutory responsibilities of the State Superintendent and Department of Public Instruction, with the exception of those overall responsibilities properly delegated to the State Education Board.
2. To provide policy direction for elementary and secondary education, which is responsive to the needs of the citizens of Wisconsin.
3. To appoint an Executive Director and staff to provide leadership, technical assistance, research and evaluation, public information, statewide planning and direction.

4. To implement statewide policy and programs for the elementary and secondary education systems within guidelines set out by the State Education Board. Elements in this policy area could include:
   a. Recommending policies and standards for adequacy and quality of curricula and services.
   b. Formulating policy on administering laws applicable to non-public programs.
   c. Adopting policies regarding relationships between public and non-public agencies.
   d. Formulating procedures to deal with disputes between and within school districts.
   e. Developing guidelines and standards for the administration of the state's many special education programs at the elementary and secondary level.
   f. Developing recommendations which will make the school aid formula, more responsive to the rewarding of accomplishment and more responsive to program direction.
5. To receive and disburse budgeted funds in accordance with State Education Board policy and approved state school aids formulas. Although it has limited fiscal control over resources in this area, the Elementary and Secondary Board shall exercise strong leadership in guiding school districts in improvement of school programs.
6. To cooperate with other governing boards for liaison between and coordination of programs operated by school districts and other institutions and agencies.

C. MEMBERSHIP

1. This board shall consist of ten citizen members - one elected by the voters of each of the ten regions to be established under the Commission's recommendations. Until such regions are established the Board members should be appointed by the Governor, with the approval of the State Senate. However constituted, this board shall have the authority to appoint the Executive Director of this board--(now State Superintendent of Public Instruction).
2. Citizen membership shall be broadly representative of the character of the State's population (social, economic, age, sex, geographic and private education).
3. These positions shall be voluntary, part-time, unsalaried, with per-diem reimbursement of expenses as is customary for such appointments.
4. Appointments shall be for five-year overlapping terms with no member serving more than two consecutive complete terms.

3. WISCONSIN TECHNICAL COLLEGE SYSTEM

A. GENERAL PURPOSE

Establish a state-financed Wisconsin Technical College system by expanding the responsibilities of the technical and vocational schools and through merging the facilities, administration, and programs of any two-year center or branch campus with designated vocational and technical institutions when an opportunity, quality of program and economies can be realized and where geographically practical. This phasing of the appropriate centers into the Wisconsin Technical College system will serve to provide a broader

and more relevant educational opportunity for students in either existing system and realize the economic advantages of greater student enrollments.

This phase-in shall be accomplished within five years from the date of authorization of the Wisconsin Technical College system.

The Wisconsin Technical College system shall have as its central mission the preparation of Wisconsin residents for employment. Its programs of education and training will be directed toward helping individuals acquire that knowledge, skill and general competence required for the skilled, semi-skilled, technical and para-professional occupations that may be acquired in programs of less than baccalaureate degree level.

The programs will include general studies which are an essential part of the preparation for occupational careers. Certain of these studies will be transferable upon satisfactory completion to baccalaureate degree programs of four-year colleges.

4. BOARD OF REGENTS OF WISCONSIN TECHNICAL COLLEGES.

A. GENERAL PURPOSE

To create a citizen board to provide policy direction and supervision of the Wisconsin Technical College system. The Board of Regents shall be responsible for recommending to, and implementing the directions of, the State Education Board dealing with Wisconsin Technical College education.

B. FUNCTIONS

1. To assume the statutory responsibilities of the existing Board of Vocational, Technical and Adult Education and its State Director, with the exception of over all responsibilities recommended for the State Education Board.
2. To develop criteria for the establishment of Wisconsin Technical Colleges. The Board will not authorize associate degrees in liberal arts.*
3. To preserve and promote the effectiveness of apprenticeship; programs now in existence or to be established.
4. To become a state level body responsible for supervising Wisconsin's Technical College system in accordance with the policies and guidelines set out by the State Education Board.
5. To provide state level leadership, direction, and coordination for the Wisconsin Technical College system.

   To establish policies and allocate funds for the Wisconsin Technical Colleges; and to coordinate the occupational programs throughout the two-year public institutions avoiding unnecessary duplication, and matching programs to student population needs and the needs of each area's employment environment.
6. To appoint an executive director who shall be responsible to the Board of Regents of Wisconsin Technical Colleges.
7. To appoint a director for each Wisconsin Technical College. The director shall be responsible for the management and operation of the technical college and its satellites. Each College

* The Commission is mindful of the fact that Milwaukee and Madison Area Technical Colleges, under current authorization, offer to a limited number of students the associate (two-year) degree in liberal arts; the Commission is doubtful that this authorization should be continued, but it defers to the Wisconsin Technical College Board in this matter.

director shall be responsible to the advice, counsel and program recommendations of a technical college board composed of representatives of employees, employers and citizens.

8. To cooperate with other governing boards for liaison between and coordination of programs between Wisconsin Technical Colleges and other agencies.

C. MEMBERSHIP

1. The Board of Regents of Wisconsin Technical Colleges shall consist of eleven citizen members appointed by the Governor with the approval of the State Senate. Citizen membership shall include three employers of labor, three employees (other than those who have employing or discharging power) and five citizens from the state at large.
2. These positions shall be voluntary, part-time, unsalaried, with per-diem reimbursement of expenses as is customary for such appointments.
3. Appointments shall be for five-year overlapping terms with no members serving more than two consecutive complete terms.

5. BOARDS OF REGENTS FOR UNIVERSITY EDUCATION

A. GENERAL PURPOSE

To continue the present practice of having citizen boards to provide policy direction and supervision of the state's two University systems being responsible for recommending to and implementing the directions of the State Education Board dealing with university education.

1. The University of Wisconsin System

   The University of Wisconsin system shall continue to provide liberal and professional education at the undergraduate levels, to engage in extensive research and scholarly inquiry; and to fulfill its traditional public service function. The system shall have the primary responsibility for advanced graduate, professional and research programs in the state.

2. The Wisconsin State University System

   The Wisconsin State University system shall continue its primary responsibilities for teacher education, general undergraduate education, and graduate education through the masters degree, as appropriate to its individual institutional missions. Organized research and public service activities related to and in support of the primary instruction mission will continue throughout the system.

   The State Education Board may approve selected professional and doctoral programs in the Wisconsin State University system, principally in the areas of (1) teacher education and (2) programs which relate specifically to the institution's mission.

B. FUNCTIONS OF THE TWO BOARDS OF REGENTS

1. Formulate the system's mission (within the context of statewide guidelines established by the State Education Board) and plan for the growth and development of the several institutions in the system as defined by the SEB.
2. Appoint the president of the universities and/or the chancellor of each campus.
3. Approve faculty appointments recommended by the presidents.

4. Develop the system budget proposal and administer funds allocated by the State Education Board for the operation of the system.
5. Initiate proposals for new programs and requests for the discontinuance of existing obsolete or low-demand programs for the consideration of the State Education Board.
6. To facilitate coordination of these institutions with regional boards and private institutions as appropriate.

C. MEMBERSHIP AND ORGANIZATION OF THE BOARDS: DEFINITION OF THE SYSTEMS

1. Each of these boards shall consist of eleven citizen members appointed by the Governor with the approval of the State Senate.
2. Citizen membership shall be broadly representative of the character of the state's population (social, economic, age, sex, geographic).
3. These positions shall be voluntary, part-time, unsalaried, with per-diem reimbursement of expenses as is customary for such appointments.
4. Appointments shall be for five-year overlapping terms with no regent serving more than two consecutive complete terms.
5. The University of Wisconsin system shall consist specifically of the University of Wisconsin-Madison, the University of Wisconsin-Milwaukee and the University of Wisconsin Extension.*
6. The Commission has noted that the legislation establishing the Green Bay and Parkside campuses of the University of Wisconsin conceived them to be undergraduate institutions, emphasizing

* That portion of the Extension System that lends itself to transfer to the Universal School system will be phased in by the State Education Board.

programs that serve the special needs of their respective areas. The Commission further notes that important new concepts of undergraduate education are being developed on these young campuses under the nurture of the University of Wisconsin. The Commission believes that emphasis on excellence in undergraduate education is a worthy mission in itself. Indeed excellence has been achieved by many public and private institutions that do not have graduate schools.

The Commission believes that the trend of the Green Bay and Parkside campuses toward full scale graduate education exceeds the statutory mandate and guidelines established by the Coordinating Council for Higher Education, and does not represent judicious planning for graduate education in Wisconsin.

Throughout its study, the Commission has observed the extreme importance of central planning and accountability for state-wide development of educational programs as provided for by the proposed State Education Board. The Commission recommends, therefore, that the legislative intent in the establishment of the Green Bay and Parkside campuses be strictly followed, and that these two campuses be retained as experimental colleges of the University of Wisconsin on condition that they remain within established guidelines.

7. In view of the probability that provocative questions about the respective missions of the two university systems - particularly in the area of developments in graduate education - will continue to arise, the Commission recommends that an item of first importance on the agenda of the State Education Board be consideration of merging the governing boards of the two university

systems into a single Board of Regents.

8. If the State Education Board approves a major change in mission of a state university, to that of a graduate-professional institution, that institution shall be transferred from the Wisconsin State University system to the University of Wisconsin system.

6. CAMPUS COUNCILS

A. GENERAL PURPOSE

In order to enhance the participation of faculty, citizens and students in the affairs of their institutions, it is recommended that a Campus Council be established at each public university to advise the President of the institution on matters concerning its development and operation.

B. FUNCTIONS

1. To advise the President on matters affecting the educational environment on the campus.
2. To assist the campus administration where appropriate, in articulating campus needs and goals of the Board of Regents.
3. To aid the institution in its efforts to gain public understanding and support from alumni, the Legislature, the local community, and the citizens of the state.
4. To have the authority to request through the President, the necessary administration, faculty, and student assistance to effectively carry out its responsibilities.

C. MEMBERSHIP AND ORGANIZATION

1. The Councils shall consist of nine, twelve, or fifteen members,

with equal representation from students, faculty, and citizens.

2. That citizen members be recommended by the President of the institution and appointed by the Board of Regents for staggered five-year terms and that these citizens serve no more than two consecutive complete terms.
3. That faculty members be elected by the faculty for staggered five-year terms.
4. That student members be elected annually by the student body, one student to be appointed by the President.

7. UNIVERSAL SCHOOL

A. GENERAL PURPOSE

1. To serve post-secondary education as well as elementary and secondary education.
2. To provide opportunity for educational advancement and self-improvement through many types of learning materials and use of technological media. (Radio, television, telephone networks, records, tapes, printed materials.) This is an imaginative expansion of the University Extension idea designed to make homes, industries, and communities sites of learning as well as the university campuses. It is based on that fact that many (if not most) homes are already equipped with television, radio, projectors, telephones, and/or libraries which make them potential learning centers.
3. To provide facilities for carrying out the off-campus services of the University of Wisconsin, Wisconsin State Universities, and Wisconsin Technical Colleges.
4. To make use of world-wide educational materials and programs.

5. To establish a Research and Evaluation Center whose functions will be:

   a) To conduct pilot studies of educational feasibility and effectiveness of technological media in achieving specific learning outcomes.

   b) To disseminate information about "practices that work" to all school systems.

   c) To evaluate on-going school practices in use of technology with attention to both educatonal outcome and cost effectiveness.

8. BOARD OF REGENTS OF THE UNIVERSAL SCHOOL

A. GENERAL PURPOSE

1. To improve the capability of school systems, colleges and universities to take economical and efficient advantage of technological instruments of education in their programs of resident instruction; and,

2. To provide all persons from pre-school through adult life the full array of educational resources which evolving technology is making possible.

B. FUNCTIONS

1. To assume and integrate the responsibilities of the extension functions from the present education systems with those of the Educational Communications Board.

2. To develop an educational program and delivery system which will:

   a. Respond flexibly and quickly to the changing societal demands for education and for educated individuals;

b. Provide opportunity to up-grade and renew employment skills.

c. Supplement the education experience of individuals living in remote parts of the state where the development of full-scale education programs is economically infeasible.

d. Enrich and extend the education offering of existing public and private colleges, universities, elementary and secondary schools.

e. Provide informal cultural and avocational programs.

f. Provide in-home, or on-the-job education opportunities to those Wisconsin residents who do not have the resources for full-time attendance at an educational institution.

3. Collect, organize, and develop instructional materials, teaching techniques, and evaluation procedures. Materials and programs for the Universal School will come from existing higher education institutions in and out of the state, existing ETV depositories and by contracting with private and public organizations.

4. Offer high school, baccalaureate, and such other degrees as appropriate.

5. Recruit and develop qualified faculty and specialized staff.

6. Establish and develop electronic communication facilities needed to support the new system.

7. Staff regional and community centers.

C. MEMBERSHIP

1. The Board of Regents of the Universal School shall consist of eleven members:

a. Seven of the eleven members to be citizens appointed by the Governor and confirmed by the State Senate, one of

these to be selected as representing private education and one representing commercial radio and television.

b. Four of the eleven members to be the chief executive officers of the other proposed major education operating units, to be ex-officio, voting members, specifically:

(1) The President of the University of Wisconsin system.

(2) The Executive Director of the Wisconsin State Universities system.

(3) The Executive of Elementary and Secondary Education.

(4) The Executive Director of the Wisconsin Technical Colleges.

2. Citizen membership on the Board shall be broadly representative of the character of the state's population (social, economic, age, sex, geographic).

3. These positions shall be voluntary, part-time, unsalaried, with per-diem reimbursement of expenses as is customary for such appointments.

4. Appointments shall be for five-year overlapping terms with no member serving more than two consecutive complete terms-of-office.

9. EDUCATIONAL COMMUNICATIONS BOARD

A. GENERAL PURPOSE

The Educational Communications Board will continue as presently constituted until the creation of the Universal School which will absorb the present responsibilities of the Educational Communications Board. Its functions during the interim will be directed toward assisting the phase-in of the Universal School as set forth below.

B. FUNCTIONS

1. To provide programs and materials of instruction to the public elementary and secondary schools in Wisconsin and to allow use of these resources by non-public schools, providing such use of these resources by non-public schools involves no additional cost to taxpayers of the state.
2. To provide programs and materials of instruction for vocational and technical training.
3. To provide programs and materials of instruction on the collegiate level to university classrooms and individual or home viewers.
4. To provide instructional porgrams designed especially to help fill critical needs in teacher training and retraining.
5. To provide instructional programs for the upgrading of skills and knowledge in the business, industrial and professional community; and to skilled, semi-skilled and unskilled workers in industry and agriculture.
6. To offer programs in the general area of continuing adult education.
7. To offer programs for pre-school education.
8. To afford state agencies the opportunity to present informational programs to the general public informing them of operations and programs in their respective areas (i.e., vehicle safety, tax data, public health information).
9. To approve the budgetary items for educational radio or television at the State Universities, University of Wisconsin, and Wisconsin Technical Colleges.
10. To finance and operate all state supported educational braodcast television and radio.

10. HIGHER EDUCATION AIDS BOARD

A. GENERAL PURPOSE

To expand the responsibility of the present Higher Education Aids Board to include supervision and management of Federal and state funds allocated for loans, gifts, and grants to students in public and private elementary, secondary and higher education institutions throughout the state; and to be responsible for recommending to and implementing the direction of the State Education Board in this area.

B. FUNCTIONS

1. The Education Aids Board shall continue its responsibility for the distribution of state and Federal funds for loans, gifts, and grants to students, including the establishment of criteria for student eligibility and the setting of priorities and standards for distribution of funds.
2. The supervision of Federal funds for higher education facilities shall be developed by the Board and reviewed by the State Education Board. (See page one, point number three, under functions of the State Education Board)
3. Operation of such programs as designated by the State Education Board, the responsibilities for which cannot be logically assumed by other operational education agencies.

C. MEMBERSHIP

1. The Education Aids Board shall consist of eleven members, appointed by the Governor with the approval of the State Senate.
2. Citizen membership shall be broadly representative of the character of the state population (social, economic, age,

sex, and geographic) and shall be consistent with the Board's dual role of service to both public and private education; the membership should also include at least one college student and at least one college or university faculty member.

3. These positions shall be voluntary, part-time, unsalaried, with per-diem reimbursement of expenses as is customary for such appointments.
4. Appointments shall be for five-year overlapping terms with no members serving more than two consecutive full terms-of-office; student members may be appointed to ful the vacancies of students who graduate.

11. MARQUETTE SCHOOL OF MEDICINE, INC.

The School trustees will continue as presently constituted. The budgetary requests of the school will be submitted to the State Education Board for approval of its state financial requirements at the same time such requests are made by public educational institutions.

12. REGIONAL BOARDS

A. GENERAL PURPOSE

To provide a strong intermediate agency between the local educational resources and the state resources. This regional agency will provide services that many of the districts cannot afford on their own. The regional board will have responsibilities in the following areas:

1. Regional coordination of all education
2. Provision of direct and indirect services to institutions within the region

3. Function as a regional arm of the Board for Elementary and Secondary Education.
4. Serve as a regional instructional center for the Universal School.

Regional Coordinating Agencies will replace the present CESA's. To improve the coordination of education services to Wisconsin residents with public health and welfare services, it is recommended that regional coordinating agency boundaries and those of their constituent local school and technical college districts conform as much as possible to the State Administrative District boundaries. Major efforts at least should be made to adjust local school and technical college district boundaries to coincide with county lines.

B. FUNCTIONS

1. Coordinate all educational resources within the region and initiate cooperative programs between the universities and colleges, both public and private, and elementary and secondary schools.
2. Advise and assist private schools in establishing shared-time programs, including assistance in curriculum planning and schedule coordination.
3. Provide and deliver certain education services to school districts which can more effectively be provided on a regional basis.
   a. Regional Learning Resource Center. Regional library sharing of all special instructional materials will be maintained by the regional agency. This center will include:

- Consultant services including curriculum development, media utilization and distribution.
- Storage and retrieval information systems.
- Purchasing and contracting for special services.
- Evaluation of performance of educational technology in the instructional process.
- Materials for the Universal School program.

b. Insurance

c. Data Processing

d. Transportation

e. Food Service

f. Program Budgeting

g. Purchasing and Warehousing

h. Special Education

i. Collective Bargaining

4. The Regional Boards shall appoint their directors.

5. The numbers of regions shall not exceed ten, the boundaries of which shall be set by the State Education Board.

C. MEMBERSHIP

1. The Regional Board shall consist of nine citizen members serving for five-year overlapping terms.

2. Membership shall consist of three members appointed by the region's Wisconsin Technical College board (one to be appointed each year) and four representatives of the local school district boards elected from an annual caucus of school board members in the region (one member elected each year). The remaining two members shall be appointed by the State Education Board.

PRIVATE ELEMENTARY AND SECONDARY EDUCATION

Wisconsin has demonstrated a consistent pattern in private K-12 education. During the last thirty years, private school enrollments have accounted for approximately 20% of total school enrollment. In 1969 there were 212,000 students enrolled in private K-12 schools, 82% of whom were in Catholic schools, 15% in Lutheran schools and 3% in schools of other sponsors.

The decline in enrollments has occurred almost totally within the Catholic school system. Here, the largest decrease has been in elementary enrollment, a decrease of 22.8% between 1963-64 and 1968-69, while secondary enrollment declined 9.6% for the same period.

The rate of Catholic school decline is set forth below:

YEAR	TOTAL	ELEMENTARY	SECONDARY
1963-64 to 1964-65 -	1.3%	- 1.3%	-0.8%
1964-65 to 1965-66 -	1.2%	- 1.7%	+2.9%
1965-66 to 1966-67 -	5.3%	- 5.5%	-3.6%
1966-67 to 1967-68 -	4.9%	- 5.5%	-1.3%
1967-68 to 1968-69 -	10.0%	-10.8%	-4.9%
1968-69 to 1969-70 -	9.0%	No detail available	

As this table indicates, the last two years have witnessed a marked enrollment decline. What is not clear are the reasons for the decline. As indicated below, 1968-69 witnessed the year of greatest public financial impact, yet, despite this insurge of money, there was a failure to stem the decline. The reasons then, are at best conjectural and the claims advanced have been numerous but not sufficiently precise or buttressed with supporting data.

What information is available assists in pinpointing the problem. It is clear, however, that arguments for tuition grants and categorical aids are precipated by Catholic school enrollment declines.

The Commission has carefully reviewed and analyzed the material available with respect to the financing of private elementary and secondary education. It was apparent from the outset that this issue had created strong cleavages in Wisconsin society. These cleavages hardened during the January 1970 session of the Legislature.

The Commission's reluctance to take a public position during that session was dictated by the desire to reach a sound conclusion which would serve as a basis for the Legislature to consider the pros and cons of financial aid to private elementary and secondary education.

Throughout, the Commission sought to remove the emotional overtones from the issue, seeking to arrive at a sound factual base upon which public policy questions might be resolved. All too frequently, the Commission, in its search for a factual base, was furnished with opinions and feelings, for the most part reflecting the bias of those supplying them. Despite such overtones, the Commission received a great deal of valuable and helpful information.

Understandably, the advocates of private education have strong emotional attachments to institutions to which they have devoted their lives. Their commendable loyalty, however, should not obscure the facts necessary to policy making. Nor can the readily apparent divergence of viewpoints within private systems expressed to the Commission in recent months be ignored.

The Commission has examined the "constitutional questions" involved in providing aid to private education. The Commission believes, however, that such questions do not obviate an examination of the issue on its

merits. Consequently, the findings listed below do not address themselves to the legal and constitutional issues emergent in this problem.

Findings are directed toward the sectarian school systems. This is done for no invidious purpose but is appropriate because these systems represent 97% of private K-12 education. Further, it is the Catholic parochial system, constituting 82% of the private school enrollment, which is experiencing substantial enrollment decline and cost increases, giving rise to the argument that "something must be done". Finally, it is the religiously-sponsored private systems that have been the chief proponents of public aid programs.

What has been readily apparent throughout is the absence of reliable data concerning private K-12 education in Wisconsin. Too little is known of the real costs of private education. Furthermore, because educational and non-educational functions are often intermingled, it is difficult, if not impossible, to audit and analyze the real cost of private education. Consequently, the Commission has been unable to obtain a precise picture of the overall financial condition of private schools in Wisconsin.

Whether or not private education receives public tax support in the future, it should undertake a careful, critical, objective self-analysis, and it should establish systems for the collection and tabulation of financial and pupil data.

The Commission has studied the enrollment decline in Catholic schools and the concomitant increase in enrollments in public schools. What is not clear is the reason for this shift. It is a fact that the Roman Catholic Church is in a period of ferment and change. Concepts of, and the rationale for, Catholic schools are being questioned and re-examined by clerics and lay members of the church. A substantial

number of Catholics now question the need for, and desirability of, a separate parochial school system, particularly if that system has a large proportion of lay teachers and much higher per pupil costs than in the past.

Differences of opinion within the church tend to obsure the reasons for declining enrollments. The differences reflect divergent views on reasons for enrollment decline, and for decline in teaching religious values. It is in the interpretation of the meaning of the "cross-over" of Catholic school enrollments that the Commission has been unable to arrive at reliable forecasts for the future.

Repeatedly the Commission has heard from educators that "if we only had the money we could..." Too frequently financial constraints have been used as an excuse for inaction. What appear to be financial constraints may in fact turn out to be an unwillingness to re-examine and reorder priorities. In private education there is, the Commission believes, considerable doubt whether the absence of public tax support is the cause for declining enrollments or whether the furnishing of governmental aid will reverse the decline. There is no doubt that money is a factor, but whether it is the most important factor is the issue. Will the infusion of a reasonable amount of public support reverse the decline in Catholic school enrollments? One might easily conclude that a reasonable aid program will not; that the decline will continue at a perhaps somewhat diminished rate; and that as a result, the public will undertake the burden of the aid program in addition to the burden incident to absorbing cross-overs from the Catholic system.

Conversely, quite the opposite can be concluded: that public aid will stem the declining enrollments. In either case, it is a matter

of opinion and not fact. Either argument stands, today, simply as conjecture.

It has been urged that the private systems have a unique character (principally involving their environment) which should be preserved. This conclusion is probably sound. The uniqueness of the sectarian systems, however, is that they endeavor to impart a particular value system as a part of the educational process. In short, the unique purpose of a sectarian school is to teach religion to children.

An educational system may have unique educational characteristics which are worthy of preservation, but the issue in private K-12, however, is whether it is good public policy to appropriate public funds to preserve a system of education the unique purpose of which is to teach a religiously-oriented value system.

There is an additional reason why it is important that the issue be clarified. Certain kinds of public aid to sectarian systems can be justified because their primary purpose is to provide benefit to children or to society as a whole. This is the "child-benefit" theory which is used to justify public aid for bussing of sectarian school children (to promote public safety) and public aid for ancillary services such as driver's education, psychological testing, health services and free lunch programs (to insure that private pupils are not denied these services).

A program that goes beyond limited categorical aid moves public finance from aid to the pupil, to, aid to the institution. Stated another way, rather than providing equal opportunity, the purpose and effect is to preserve the system.

If there are unique qualities in private education that should be preserved, a public aid program that furnishes up to one-half of the

instructional costs in private institutions is likely to lead to public control and regulation which the Commission believes will inevitably depreciate the uniqueness of the private system. Legal constraints and public policy demand audit control of the uses and expenditures of public funds. This can, and we believe necessarily will, lead to a diminution in the independence and uniqueness of private systems.

Among the arguments advanced in support of public aid is that which suggest public aid at a "reasonable" level will prove less expensive to the taxpayer than no aid at all. This proposition rests on the belief that "no aid" will result in school closings. In the extreme, this would mean a total transfer of all students from private to public schools. This appears to be highly unlikely.

"Reasonable" aid, if minimal, cannot be expected to prevent schools experiencing extreme financial difficulty from closing. There is evidence that some private schools will remain open irrespective of public aid, and perhaps despite it, if they are required to accept even a modicum of public control. Consequently, all private institutions will not close, thereby minimizing the student impact on the public school system. In individual districts, however, private school closings may have a severe short-run financial impact.

The proposition that the cost of an effective aid program is approximately equivalent to the cost of no aid at all assumes that an effective aid program will stop the decline in enrollment in Catholic schools and return the private school enrollment to 20% of total K-12 enrollment. If, as we have observed, an aid program does not stem the decline in Catholic school enrollment, quite obviously there is no savings. In short, an aid program is not likely to produce any long-term cost benefit.

For those schools that are experiencing extreme hardship financially, minimal public support will provide no direct amelioration to their problem. Such support will only provide the hopeful possibility that such aid will increase, not only to keep abreast of rising school operational costs, but to provide a larger share of total cost. Realistically, minimal aid can only be a prelude to more substantial aid equal to or greater than state support of public schools.

Conjecture aside, until a detailed district by district evaluation of private schools is made, the extent and seriousness of the financial crises of these schools in particular and total magnitude cannot be determined.

Finally, if the apparent trends continue--increasing costs, greater numbers of lay teachers--there is little reason to believe that public financial support would approximate the state aid provided public schools. With the loss of its unique character, Wisconsin will have fostered a dual system of public education, with only one system freely open to all. Such a result might well mean a semi-private system at the expense of a weakened public school system.

Proponents of public aid for private education assume that it will be made available to, and will provide support for, only those kinds of private systems that exist in Wisconsin today. This need not be the case. If, as seems likely, there is increased pressure for racial mixing in urban public schools, there may be increased pressure for private "racially pure" schools. It would be difficult, if not impossible, to draft legally valid regulations that permit aid to certain kinds of unique private schools while denying aid to other kinds of unique private schools.

The statement has been advanced that private schools perform a

public service and therefore are entitled to public support. There is no doubt that in their educational function the private K-12 school systems perform a public service. It does not follow, however, that it is in the public interest to appropriate public funds so that this service can continue to be performed by a private system. There are many private institutions in our society which render a public benefit. This does not support a contention that they are entitled to public tax funds.

We know of no legal or social principle that holds that equity demands public aid for private systems that perform public service but whose uniqueness and reason for existence is the teaching of values not shared by all citizens.

On the other hand, some public support is already provided to private schools:

a. Direct Federal Support: In 1967-68, under the Elementary, Secondary Education Act, 1965, Title I, non-public schools received approximately $1,797,655 of the $15,497,028 appropriation for programs for disadvantaged children. During the same year Title II funds in the amount of $496,500 were appropriated for the purchase of library books. In 1968-69, non-public schools received $1,606,238 in funds for school lunch programs.

b. Direct State Support: In 1968-69 the following revenue sources provided support for non-public transportation costs in the amount of $4,137,161:

categorical aid	$1,499,844
equalization aid	$ 738,449
local property tax	$1,898,868

c. Indirect support: In addition to the above support for 1968-69 of $8,037,554, indirect support offset non-public school costs. Special education programs for handicapped children are almost exclusively sponsored by the public schools, programs twice as costly as normal programs. In addition, the vast majority of kindergarten programs are sponsored by the public schools. Almost fifteen percent of the private schools in Wisconsin participate in "shared-time" programs. In 1969-70, 8,000 non-public school children received instruction from public school personnel. Finally, private schools enjoy the benefits of exemption from Wisconsin's substantial local property taxes.

It is suggested that private systems can engage in educational experimentation and innovation. There is no evidence that private schools at present are engaging in more research, have instituted more innovative programs or conducting more educational experimentation than are the public schools. It may well be that by reason of small size and fewer legal constraints private systems could become instruments of educational innovation and change. If this were to happen, the private systems would be in a position to demonstrate an educational reason for categorical aid to support innovative programs.

Finally, it has been suggested that there should be a choice in educational environments. As an abstraction the availability of a variety of educational environments is desirable. However, it is not difficult to conceive of certain educational environments which are undesirable (i.e., white separatist schools).

If it appeared that the uniqueness of environment was directly related to the quality of the educational process, the argument might be

strong. However, at present the unique environmental element in most private K-12 schools in Wisconsin is religious teaching and religious atmosphere. We submit that it is not sound public policy to provide public aid to preserve that environment.

This is not to say that a religious environment is undersirable, but only that it is not the proper subject for public support. It can be argued that there are certain environments that are anathema to the democratic process, i.e., racially segregated environments and perhaps socially segregated environments. It can also be argued that a religiously distinctive educational environment does not assist in the promotion of a pluralistic society, but rather tends toward separatism. In all events, the question is not whether such environments will be tolerated, rather, it is whether they will be publicly supported.

The Commission concludes that public monies can be spent best to continue and strengthen our society by encouraging the establishment and continuation of broad societal programs in the public schools through the application of specific special purpose state aids where needed rather than in a general statewide distribution to private institutions, regardless of demonstrated need.

Without elaboration, practical necessity also forces recognition of the fact that the United States Constitution is a constraint as is the more restrictive Wisconsin Constitution. Prediction of what the Wisconsin of United States Supreme Courts may decide with respect to the various aid programs that have been suggested is dangerous. It is believed, however, that many of the aid proposals suggested will be declared unconstitutional by both courts, because it seems clear that their principal purpose is "preservation of the system."

It is this point, "preservation of the system" which serves as the

point of departure. Advocates of aid seek to preserve the existing private systems, and the Commission's recommendations which follow offer not preservation, but a method to enable those private institutions which wish to continue their mission by insuring that their pupils receive equality through receipt of ancillary services. Furthermore, these recommendations seek to provide for the orderly transfer of children to the public system where private systems are phasing out. The recommendations rest the matter of preservation of the private systems precisely where it has been, and the Commission believes it should be--with the private sponsors. The Commission, therefore, makes the following recommendations:

1. Public and private K-12 educational systems should be encouraged to further explore and establish shared-time and released time programs. In addition the legal, regulatory and fiscal impediments to such programs should be removed.

Shared-time programs offer a means for insuring that private K-12 pupils have available to them quality educational programs in secular subjects. Such programs afford a legally acceptable method for assisting private schools in carrying on their unique programs when they are unable to continue to assume the full burden of a K-12 curriculum.

Shared-time and released-time programs may also provide a means for an orderly withdrawal or phase-out of a private K-12 system or its orderly reduction to a limited program of religious education. The Commission believes, if properly defined and administered, shared-time and released-time can be looked upon as a continuum. There seems to be no reason why there cannot be a shift in the system (private to public) which enrolls, administers and keeps the records for a pupil as the proportion of time spent in public institutions increases past 50%. It is recognized that shared-time programs may not be geographically feasible or practical in

many instances, however, there could be many more such programs if the legal and fiscal impediments to shared-time programs were removed, if they were encouraged and if assistance in curriculum coordination and scheduling was provided.

More specifically, the state school-aid formula should be modified to include shared-time pupils in the base for determining state school aid.

Either the Board for Elementary and Secondary Education, or regional boards, should be prepared to furnish advice and assistance for the establishment of shared-time programs, including assistance in curriculum planning, schedule coordination, adjustment of neighborhood school boundaries, and facilities planning.

2. Regional boards should be authorized and directed to furnish all public and private schools within the region certain specified ancillary services, some or all of which are now being offered by some public or private schools within the state. The funds to establish and maintain these ancillary service programs should come from general state tax revenues.

It is in the public interest to assure that all pupils in public or private schools have equally available to them certain ancillary services which can be best provided through the schools. Such services include drivers' education, psychological testing and counseling, educational testing, speech therapy and a variety a remedial programs for pupils who have special learning problems.

The Commission believes that it is not in the best interests of the citizens of Wisconsin to have private school pupils denied these services further, that these services should be denied to pupils who happen to reside in a school district which may not be able to afford them.

The furnishing of such services to private institutions does not in the view of the Commission constitute direct assistance to the institution. The primary purpose of such service is not to preserve the private institution. Rather, it is a clear and defensible application of the "child benefit" rationale.

3. The Legislature should create two special funds to which public school districts may turn for immediate financial assistance (through loans) when by virtue of the closing of grades or schools in a private system, the public school district faces a financial crisis.

It is desirable that in the future public and private school systems in the state undertake much closer coordination and planning so that public schools are in a position to accomodate pupils from private systems when all or part of the private schools are closed within a district. There will, however, undoubtedly be instances where private schools are forced to close on rather short notice and public school districts are faced with the necessity for immediately acquiring new facilities and staff to accomodate a large and unexpected influx of pupils. In these instances, the school district could turn to the state loan fund to borrow money necessary to purchase or construct facilities and to another fund to borrow, on a short-term basis, money necessary to substantially increase staff. Such borrowings should be repaid over a ten or twenty-year period, or upon local issuance of bonds.

The obvious purpose of this loan fund is to cushion the shock of precipitous closure of private schools in a particular district and to meet the argument that failure to furnish direct financial aid to private schools will result in fiscal crisis in the public system.

Specifically, the Commission proposes that the Legislature appropriate the funds and authorize the Board for Elementary and Secondary

Education to prepare suitable regulations for loan fund use within guidelines established by the Legislature.

The Commission also proposes that the Board of Elementary and Secondary Education offer advice and assistance to public school districts which are faced with a large influx of pupils as a result of the closing of a private school system. The experience of Helena, Montana, is illustrative of the kind of useful advice and assistance that might well be furnished by the Board.

4. The Commission recommends that the Legislature appropriate funds for grants-in-aid for special education and innovative programs and for educational research, available to public and private schools, and establish appropriate guidelines.

At present, the federal Elementary and Secondary Education Act (ESEA) provides for grants-in-aid to public and private schools for innovative programs and educational research. Similarly, it is proposed that the State of Wisconsin establish such a program and that the grants-in-aid be equally available to public and private systems where it appears that the programs are truly pupil-oriented and not simply a method of directing public assistance to private schools or to existing public schools programs.

By having such grants-in-aid available from both federal and state agencies, it should be possible to eliminate or alleviate the effects of unpredictable and inconsistent federal funding of ESEA. Further, such state grants-in-aid provide a means for the state educational agencies to become more influential in improving the educational process and in the implementation of innovative programs that may be initiated by public or private schools of education.

The Commission recommends that the Legislature consider with

reasonable expedition, any constitutional action which it can or should take, in order to achieve the implementation of the foregoing.

THE HIGHER EDUCATION OPPORTUNITY PROGRAM

Pricing at Cost

The Commission has observed that, under present practices of institutions in charging tuition and fees, students and parents are not aware of the full cost of providing education. The Commission recommends that in publicly-supported post-secondary institutions, the tuition for undergraduate students be set at the level of the average instructional cost.* Fee statements and published prices should clearly show the government subsidies and private contributions which make up the physical plant and other costs, as well as the tuition due from the student. The purpose of this recommendation is to show persons who are making decisions about college attendance of the full costs involved the part of the cost which student is expected to pay, and how the remainder of the cost is provided. Decisions about personal investments in advanced education should be weighed in the light of such information.

Basic Grants

To encourage post-secondary undergraduate schooling, and to provide young people with a wider choice of institutions of higher education, the Commission recommends that upon graduation from a Wisconsin high school, resident students be awarded a voucher by the State of Wisconsin for the amount of $500 payable upon endorsement by the business agent of any accredited Wisconsin post-secondary non-profit technical college, liberal arts college, or university; it is further recommended that up to three

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* Page 5 of this paper explains components of instructional costs

additional vouchers be granted, one upon completion of each full-time academic year of accredited post-secondary study.

The objective of this recommendation is to promote educational diversity and freedom of choice at the post-secondary level.

The choice of a $500 figure is, like most any other number that could be selected, somewhat arbitrary. This amount recognizes that investment in the education of the individual produces societal benefits. A student completing four years of undergraduate education would have received a minimum of $2,000 to invest in the building of knowledge and skills useful to him and society.

Recognizing that, for some qualified students, the $500 grant will not be sufficient to overcome the financial barrier to achieving a post-secondary education, the proposed program recommends that supplementary grants be made available to such students based upon the difference between the average cost of attending college in Wisconsin and the ability of the qualified students to meet those costs from their personal and/or family resources.

The purpose of this recommendation is to place post-secondary education within the financial reach of all qualified Wisconsin students.

Current Patterns

Low tuition, while inducing some students to attend college and serving to keep total costs low for all students and their parents, does only a partial job of facilitating college attendance for qualified young people from low income families. For those students, college attendance is not possible even with the financial aid resources now available. The Project TALENT study found, for example, that among senior high school

students in the highest 20 percent of achievement, 82 percent of those in the highest possible quartile of Socio-economic Scale (highly correlated with family income) entered college in the following year; but only 37 percent of the seniors in the lowest quartile of the SES entered college that year.[1]

Much the same pattern emerges from a recent study of Wisconsin high school seniors.[2] For males from the top intelligence quartile, 90 percent of those from families of high (top quartile) socio-economic levels went to college as compared to only 52 percent from families of low (bottom quartile) socio-economic status. Moreover, graduation from college is also heavily influenced by socio-economic status, even among students from the top intelligence quartile; the percent of high socio-economic status students who graduate is over 70 percent as contrasted to less than 40 percent for students from the low socio-economic quartile. Income is not the only factor affecting decisions on college attendance, but it is surely an important one.

Recommended Procedure

This proposal is designed to achieve both an equitable and efficient procedure for financing undergraduate education. The plan has three major features:

1. Public universities and vocational-technical schools would set tuition equal to the full cost of instruction (excluding public service, research,

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[1] Toward a Long Range Plan for Federal Financial Support for Higher Education: A Report to the President, U.S. Department of Health, Education and Welfare, January 1969, p. 5.

[2] William H. Sewell and Vimal P. Shah, "Socioeconomic Status, Intelligence, and the Attainment of Higher Education," Sociology of Education, 40 (Winter 1967), pp. 1-23, and especially Table 2, p. 11 and Table 5, p. 21.

and the maintenance, operating, utility and capital costs of physical plant).

2. A standard student budget would be determined. In addition to instructional costs, other cost elements such as room and board - would be included.
3. The state would then provide basic grants to all qualified undergraduate students at the rate of $500 per year. If the $500 is insufficient to enable a student to attend college, he would apply for and receive a supplementary grant based upon the difference between the standard student budget and his ability to meet this cost from personal and/or family resources.

The basic grants would be made by vouchers awarded by the State of Wisconsin to students upon their graduation from high school. The vouchers would be payable upon their endorsement by the designated agent of any accredited Wisconsin, non profit, post-secondary school, college or university. Students would qualify in the same manner for the standard and supplementary in each of three additional years.

The supplementary grants, based on demonstrated financial need would be determined by needs-analysis techniques now employed by present state programs for providing student financial aids.

The specific procedures for determining the size of the alternate grant to each student would be as follows:

First, determine the "standard student budget" for students attending post-secondary schools. Standard Student Budget -- which is the same for all students -- is defined as the sum of full instructional costs and a maintenance allowance including room and board, cost of books and supplies, and health care. The full instructional cost component includes direct

instructional costs (faculty and staff costs), and indirect costs (libraries, administration, and the like) but excludes the costs of public service research, and the maintenance, operating, utility, and capital costs of physical plant.

The following breakdown shows estimated average costs of all public post-secondary institutions in Wisconsin for 1969-70.

Tuition	-	$1,093
Room and Board	-	898
Books and Supplies	-	112
Health	-	29
		$2,132

This analysis does not take into account such costs as loss of income by student (or family) because of his election to attend college. Because of expected increase in income after completion of post-secondary education, it is not unreasonable for students to make a substantial contribution to the cost of their education, even if they must borrow moderate amounts. Note, however, that the proposed plan covers major elements of the average costs of attending college, but does not at all represent the total economic student-family investment.

Second, determine for each student, or his parent-family unit, his ability to pay his costs of attending college. This would be done with the now widely-used financial need analysis (such as that of the College Scholarship Service) which takes into account student savings and expected summer earnings, as well as parental income, parental net worth, family size, and other special considerations (large medical expenses) that affect a family's ability to pay.

Third, determine the amount of the student's educational grant from the state by deducting from the Standard Student Budget the amount the

student and his family are able to contribute (see dashed ability-to-pay curve in Chart I). For those students able to pay the full Standard Student Budget, only the basic $500 grant would be made. Scholarships and direct Federal grants (i.e., Economic Opportunity Grants) would be included as part of the student-family contribution in calculating the amount of the state grant. State and Federal loan funds and earnings from part-time work under Federal work-study programs would not be included as a component of ability to pay.

Under this plan institutions would be free to set tuition above or below the amount of full instructional costs included in the Standard Student Budget allowance. Such a decision, however, would have no effect on the size of the grants awarded to students enrolled in particular institutions. Moreover, the proposed plan provides for no change in the existing mechanism for determining standards of admission, continuation, and graduation.

Examples:

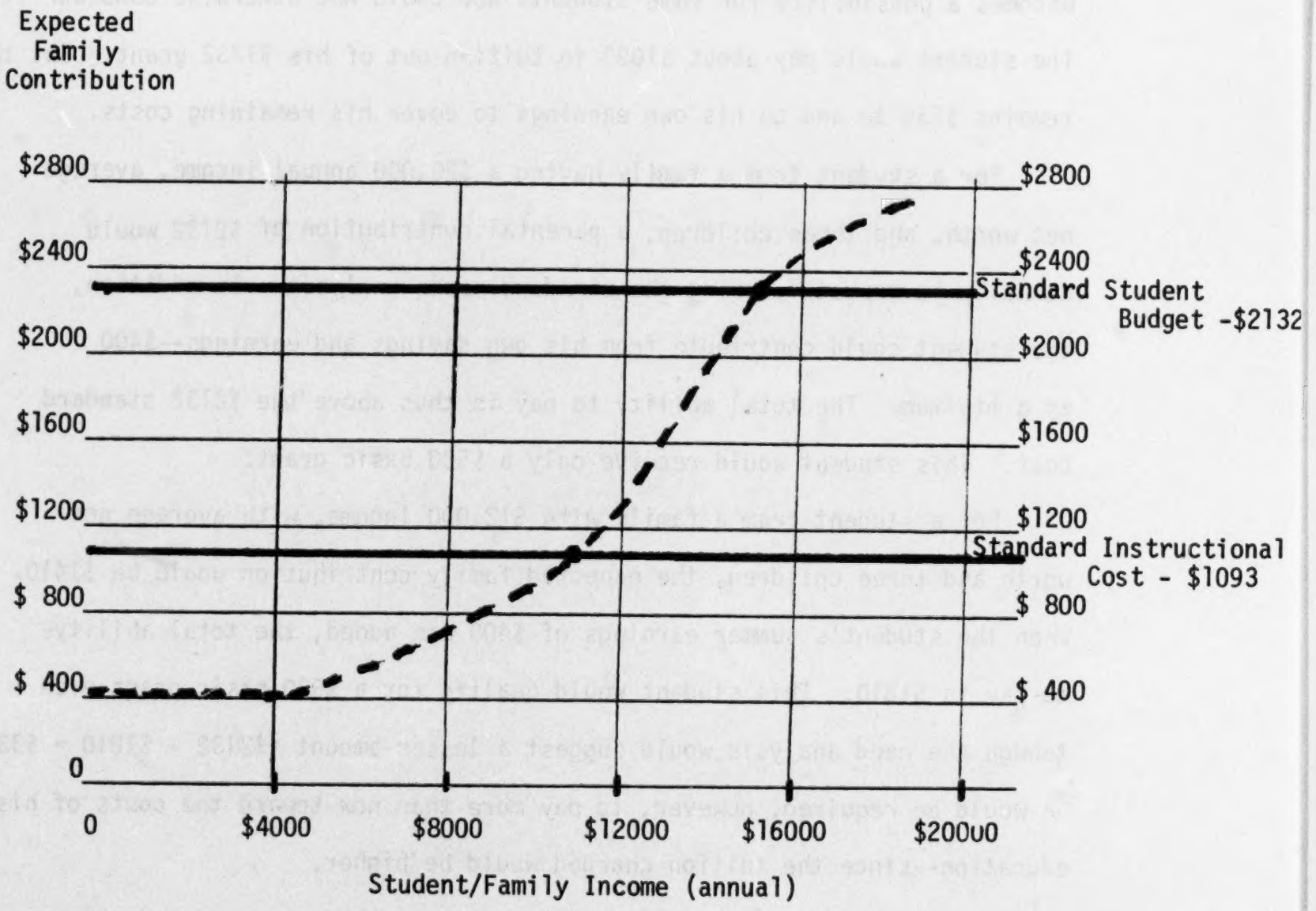
The following examples show how the plan would work. Assume that the full institutional costs of undergraduate education amount to an average of $1093 per academic year per student, that room and board cost $898, that books and supplies cost another $112, and that the health allowance is set at $29. Thus, the Standard Student Budget of attending college becomes $2132. (These are the actual figures for 1969-70.)

For a family having an annual income of $4,000 or less, possessing no net worth, and having three children, no family contribution to the education of the child would be expected, using the current formula for need analysis. Under this formula, however, the student is expected to contribute $400 to his own support through summer earnings. Thus, under this proposal the typical University of Wisconsin student from

CHART I

RELATIONSHIP OF STUDENT-FAMILY INCOME AND

ABILITY TO PAY STANDARD COSTS OF EDUCATION*



* Based on needs-analysis techniques presently used in providing student financial aids

such a low income family would receive a grant in the amount of $1732 ($2132 - $400). He would be better off by $1021 as compared with his position under current practices. With this $1021, college attendance becomes a possibility for some students who could not otherwise consider it. The student would pay about $1093 in tuition out of his $1732 grant. But there remains $639 to add to his own earnings to cover his remaining costs.

For a student from a family having a $20,000 annual income, average net worth, and three children, a parental contribution of $2132 would normally be expected, using the standard needs analysis. In addition, the student could contribute from his own savings and earnings--$400 as a minimum. The total ability to pay is thus above the $2132 standard cost. This student would receive only a $500 basic grant.

For a student from a family with $12,000 income, with average net worth and three children, the expected family contribution would be $1410. When the student's summer earnings of $400 are added, the total ability-to-pay is $1810. This student would qualify for a $500 basic grant even though the need analysis would suggest a lesser amount ($2132 - $1810 = $332). He would be required, however, to pay more than now toward the costs of his education--since the tuition charged would be higher.

Effects on Students

For lower-income undergraduate students this plan would drop the financial barriers to college attendance by providing state grants from which students and their families would pay the costs. By contrast, higher income students would pay out of their incomes and assets the full costs of higher education, minus the $500 basic grant. The combined effect is to provide greater equalization of educational opportunity without a major change in total appropriations required from the state treasury.

The impact of the proposal on individual families is portrayed in Chart 1. Typical University of Wisconsin students from families with incomes below $11,000 gain from the program, and those with higher incomes pay an additional amount of $211 per year at income levels above $12,500 (Grant $500 + Former tuition $382 - Standard tuition $1093 = $211). Overall, about 64 percent of the families would gain by the program while 36 percent would pay an average of $211 more per year to educate their children. The incomes of these families are such that they are in a far better position to pay for the education of their children than are lower-income parents.

Cost of Higher Education Opportunity Program (Undergraduate)

The cost of the program to the State can be estimated with considerable precision. Utilizing data on the distribution of family incomes and related information (family assets, family size, students savings and student summer earnings) about students enrolled in the four systems of higher education in Wisconsin (University of Wisconsin, Wisconsin State Universities, Wisconsin Technical Colleges and private colleges), the College Scholarship Service formula has been used to calculate ability-to-pay for each student. With the standard student budget figure and the ability-to-pay data, the total cost of student grants can be determined. In addition, the costs resulting from the enrollment effect (the additional qualified low-income undergraduate students induced to attend college) can be estimated. Finally, the current appropriations for instruction and scholarships in public higher education can be determined from the present budget.

The annual cost estimates for the Higher Education Opportunity Program for undergraduates are shown in Table 1. The costs of grants to undergraduates (1A) includes the costs of basic and supplementary grants for all Wisconsin residents in private as well as public institutions of higher education.

TABLE 1

ANNUAL COST OF HIGHER EDUCATION OPPORTUNITY PROGRAM FOR UNDERGRADUATES

(1969-1970 data)

		Based on 1969-70 FTE Enrollments (1)	Based on Additional Enrollment (2)	Total (1) & (2) (3)
I.	State Budget Costs		(M I L L I O N S)	
	A. Cost of grants to undergraduates*	$126.4	$7.8**	$134.2
	B. Reductions in 1969-70 state tax appropriations for:			
	1. undergraduate instruction	(-) 90.1		(-) 90.1
	2. undergraduate scholarships	(-) 7.2		(-) 7.2
	C. Cost Reductions: Amounts allocated from non-state sources for support of undergraduate education			
	1. Federal undergraduate scholarships	(-) 4.3		(-) 4.3
	2. Privately financed scholarships	(-) 3.6		(-) 3.6
	D. Net Impact on state budget Increase	(+) 21.2		(+) 29.0 (+)
II.	Reduction in local property tax burden for technical colleges***	(-) 30.0		(-) 30.0
III.	Summary:			
	A. Impact on state budget	(+) 21.2		(+) 29.0
	B. Reduction in local property tax***	(-) 30.0		(-) 30.0
	C. Difference in tax supplied funds	- 8.8		- 1.0

* Based on an estimated standard full cost $2132 (1093 full-cost tuition, $898 room and board, $110 books and supplies, and $29 health allowance). It is also assumed that the contribution rate of the Federal Government to the Technical System will continue at present levels; the continuance of this non-state instructional subsidy will reduce the full-cost and the tuition paid by students attending Technical Colleges.

** Based on assumption that 4500 additional lower-income students will be enrolled after the plan is in full operation.

*** Due to State financing of the operating costs of Vocational-Technical education now borne by local property tax.

Of the total cost of grants shown in line 1A, a breakdown can be made between the cost of the $500 across-the-board grant and the grants based on financial need. Given a base of 130,000 students in post-secondary education, the cost of the $500 grants equals $65 million. The balance of $61.4 million goes in grants based on need. When the enrollment effect is taken into account, the latter figure rises from $61.4 million to $69.2 million.

State appropriations from tax funds will continue to be made to public post-secondary institutions for the costs of undergraduate education which are not direct instructional costs, e.g. maintenance, utilities, amortization, and <u>other</u> indirect operating costs. But under the Higher Educational Opportunity Program, state appropriations to institutions for direct instructional costs would decline by $90.1 million. Instead, larger amounts would be collected from student fees, and returned to qualified students who need financial assistance to meet the costs of their education. Under the plan the State's current programs of undergraduate financial assistance are replaced by the grants made available by the Higher Education Opportunity Program, making further appropriation of this 7.2 million dollars unnecessary. In addition, financial aids now provided to students through programs of the Federal Government would continue and reduce, by the amounts of that assistance, the grants required from the Higher Education Opportunity Program. All scholarships, grants, or other financial assistance students receive from other sources, private or public, are considered as part of the student/family resources in determining the ability to pay the costs of education.

Grants to students attending Wisconsin Technical Colleges are included in the costs of grants to undergraduates. The state appropriation for undergraduate students in Technical Colleges replaces local property taxes.

The tax funds required by the Higher Education Opportunity Program to meet direct instructional costs is estimated to be no more and probably one

million dollars less than is required under the present plan of financing those costs. Meanwhile this plan places post-secondary education within the financial reach of all qualified Wisconsin youth. (In part, the figures allow for the enrollment of 4,500 such youth).

Effects on Student Decisions on Where to Live

Some would argue that this plan encourages students to live at home; others, that it encourages students to live away. To some extent both are correct. Lower-income students -- considering all the other expenses of higher education -- may be unable to supplement their resources sufficiently to permit them to live away from home. Some will find that the grant payment is badly needed at home. For others, this payment may be just sufficient to permit them to attend a college they preferred but which was previously too costly to attend when the costs of living away from home were added. The plan makes it possible for students to consider the advantages of attending college away from home in terms of educational merits rather than financial necessity.

Meanwhile, some middle income students may now find that higher tuition costs will reduce the financial resources available to pay the additional costs of living away from home. While these results are likely to occur, they are not entirely bad. It would be very expensive to finance publicly a plan that permits all students to live away from home.

Others would argue that providing a room and board allowance to students who may continue to live at home is wasteful. In the Commission's opinion, however, the allowance is part of the inducement that must be offered, in addition to grant funds that will pay tuition, to make it possible for a larger portion of qualified young men and women from low

income families to attend college. Indeed, $898 is but a small fraction of the $4,000-$5,000 of annual earnings which a young high school graduate could expect if he went to work full-time instead of to college. For low-income families the pressure on the high school graduate to supplement family income is often very powerful.

Effects on Student Mix

Another result of the proposal will be to change the mix of students in higher education. A larger number of students will come from lower-income families. There may be a reduction in the number of higher-income students attending Wisconsin colleges. On balance, however, an increase in total enrollments of about 4500 students is anticipated.

With financial barriers diminished, more students may enter private colleges and schools. To what extent the private schools can or wish to expand to accommodate increased enrollments is not precisely known; it is notable, though, that their rate of expansion in response to the post-World War II G.I. Bill and in response to the enormous growth in demand accompanying the post-war-baby boom was modest. Thus, in part, because the private schools are not likely to expand rapidly, and in part, because many students will continue to prefer public colleges, enrollments at public institutions are expected to increase under this proposal.

Legislative Control

Adoption of this proposal would not have a dramatic impact on the relationship between higher education and the State. The Legislature would continue to appropriate money for undergraduate programs at public colleges and universities. It would also fix the level of grants to academically

qualified students. Student tuition would continue to be paid into the general fund of the State of Wisconsin and could not be removed except by appropriation. This would in no way lessen legislative power over particular institutions and it would not relieve the Legislature of the task of monitoring and passing on the budget of the public higher education system.

The Legislature would continue to play a role in shaping policy in higher education. The Standard Student Budget level will also have to be adjusted periodically and approved by the Legislature. Moreover, the Legislature will still be called on to budget for undergraduate, professional and graduate programs. And, of course, state funding for public service programs, research, and for the maintenance, operation, heating and construction of physical plant for public universities would continue as it does now.

Possible Adverse Effects

The Commission has examined the possibility of unintended side effects. One class of such potentially adverse effects includes incentive effects--incentive to try to qualify for larger grants. More specifically, would there be a significant incentive for college-age persons to become legally independent of their parents so that their income and wealth would not enter the calculation of financial need? This is precisely analogous to the problem faced by the AFDC (Aid for Dependent Children) program which implicitly encourages family break-ups, for in states without the UP (unemployed parent) amendment, the family cannot qualify for assistance if an able bodied man is present.

A second adverse side effect could operate to reduce the incentive for a low or middle income parent to work. because the lower the parental income the larger the grant for which a college student is eligible. Again, welfare laws exemplify the potentially serious nature of such work-disincentive effects; if welfare payments are reduced by $1 for every increase of $1 in the

family's income, then a person who considers working harder or longer faces an implicit income tax rate of 100 percent. Under the proposed Higher Education Opportunity Grant Program, the implicit tax rate for middle income families is far lower, moving from 9 percent at the $4,000 income level up to 33 percent beginning at the $11,000 income level. The slope of Chart 1 indicates the extent to which "ability-to-pay" rises with income; this is equivalent to the rate at which "need"--and hence, the size of grant--declines with income, and this is the implicit tax rate. Whereas a 9 to 33 percent tax rate should have a smaller work-disincentive effect than a 100 percent rate, the severity of even the percent rate can only be speculated about. Note, however, that this latter rate is well within the range of existing tax rates in the federal income tax.

In addition to the potential incentives to <u>actually</u> break up families and to <u>actually</u> work less and accumulate less wealth, there would be an incentive to <u>appear</u> to engage in these actions without actually doing them. Thus, families would have an incentive to <u>claim</u> that the college student was "independent" even while he continued to live with parents. Or families might transfer title to assets to friends or relatives so as to be able to <u>claim</u> that they owned no assets. Or they might provide less than completely honest statements of their financial position.

All of these problems have been confronted in connection with the administration of existing financial aid programs. Indeed, the proposed Higher Education Opportunity Grants Program can be interpreted <u>in part</u> as amounting to a form of negative income tax program for parents of college students. But the fact that the problems are not new does not imply that the problems have been solved or that they are unimportant. The size of grants -- a maximum of about $1732 per year -- is not enormous, but neither is it trivial,

especially for very low income families. At the same time, experience with existing student aid programs suggests some basis for optimism.

Another objection to the proposal is the claim that it tends to penalize thrift. This claim is countered by the fact that those students benefiting most from the proposal are from families with little real capacity to save who will now have an incentive to do so in anticipation of college costs.

Implementation

This proposal would not require a radical new approach to the distribution of financial aid. A structure already exists--the Higher Educational Aids staff--which now administers over $40 million per year in student financial aid, i.e., grants, loans, and work. Moreover, two of every three Wisconsin freshmen now complete a parents' confidential financial statement prior to enrollment. Thus, the proposed program would only require expansion of the existing student aid structure and not the creation of a new program.

The failure to spell out the mechanism by which the full cost of instruction would be determined has created some concern. This may have been aggravated by the existence of joint costs, i.e., the difficulty of separating the costs of undergraduate instruction, graduate instruction, public service, and research. Hence, there is concern that an excessively narrow definition of costs will impair graduate and research programs. The Commission suggests that institutional costs be established jointly by the systems of higher education (University of Wisconsin, Wisconsin State Universities, and Wisconsin Technical Colleges) in conjunction with the State Department of Administration. The cost figures would be announced on February 1 of each year for the following academic year; these costs would be based on actual instructional costs during the previous academic year, averaged on a weighted basis, over the several public higher education systems, and adjusted upward to allow for

price and other increases expected because of the two-year lag. The purpose of using the cost data for the previous two years as a base is that this will permit an examination of the actual cost data rather than simply basing next year's costs on the previously projected cost data for this year.

Phasing of Program. To help ease the uncertainty, and to help permit families to adjust to what might otherwise be sizable tuition increases during the first year of the program, it is suggested that the program be phased in gradually over a 4 year period. The cost of instruction would not move to the full cost level immediately but rather would increase by increments of approximately $200 per year up to the full-cost level. At the same time, student financial aid budgets would be increased accordingly.

A key advantage of the 4 year phasing-in of the program is that experience can be gained with the program and modifications made if difficulties develop. However, should the program be found to be unworkable or have strong negative effects, then at any time during the 4 year period it will be relatively easy to return to the system now employed.

Other Aids

The Higher Education Opportunity Program is not designed to supplant other existing forms of financial aid to students. Students will still be eligible for state and federal loan funds, given the eligibility standards which hold for those programs; in addition, federal work-study funds will continue to be available. These resources must continue to be available for undergraduate as well as graduate students, because school student budgets will in many cases probably exceed the standard budget figure; moreover, unexpected changes in family circumstances may necessitate the borrowing of funds. But students eligible for federal Educational Opportunity Grants would have to make use of available federal money. They would receive state

grants only when the private gifts and federal grants fell short of the state grants; students would not be eligible for full funding from both sources. The intent is to make full use of federal and other funds available for the support of students, with state funds serving as a backup as needed. The agency administrating the grants would be responsible for administering the programs to insure that aids from other sources are fully utilized in providing a total financial aid needed by individual students.

Each public higher education system and indeed each campus would continue to have a student financial aids office which would assist students with their financial aid applications and with allocating those financial aid funds which are administered directly through the institutions, such as loan funds, student employment, and the like.

While at first blush some features of this recommendation seem revolutionary, in fact they are supported by precedent and experience. Millions of people now over age 40 attended college 20-odd years ago pursuant to direct student grants under the G.I. Bill. This program has been frequently praised as an effective and appropriate means for the government to provide financial assistance in the education of the public.

These recommendations overcome major obstacles to providing financial opportunities for higher education for all qualified students. The provision for grants to individuals rather than to institutions is consistent with an underlying emphasis on providing educational opportunities for individual students, not providing students for educational institutions.

Professional and Graduate Student Grants

To support professional and graduate education, the Commission recommends that standard grants be made to Wisconsin residents enrolled in the first two post-baccalaureate academic years.

As an integral part of the Higher Education Opportunity Program, it is recommended that grants be awarded to qualified professional and graduate students from Wisconsin who are enrolled in the first two academic years of post-baccalaureate study, and that state-guaranteed loans be provided for the third and subsequent years. These grants, patterned after Federal Training Grants and National Defense Education Act fellowships, should be made available to all Wisconsin residents who qualify for post-baccalaureate work. These grants should include a tuition allowance, a maintenance allowance, and a dependency allowance, and should be available to Wisconsin residents irrespective of where they did their undergraduate work. The grants would not be available to non-residents.

The purpose of these grants is to insure that able Wisconsin residents have access to the outstanding post-baccalaureate work offered in the state. This would help to insure that career decisions are not based unduly on financial considerations. These grants help to stabilize the financing of professional and graduate programs. They should be authorized only for students pursuing North Central Association accredited programs currently offered by Wisconsin's public and private institutions, or programs subsequently approved by the State Education Board.

The standard grant should be $2850, or more, based on the following. The tuition component of these grants should be set at the public university full-cost tuition level, which is estimated at $1797. The maintenance stipend should be set at $1053 (room and board $898, books and supplies $126, health $29), and then adjusted in relationship to the average costs in Wisconsin's public universities. The dependence allowance should be set equal to the Federal tax exemption, currently $600 for one exemption, and $1200 for two or more. The size of the grants would be adjusted as the relevant factors change.

The impact on the financing of graduate education can be estimated as follows. Assume that the average grant per full-time equivalent student amounts to $2450 for the fifth and $3750 for the sixth year. There are now about 4092 Wisconsin fifth-year and 3173 Wisconsin sixth-year professional and graduate students. The gross cost would be about $26.0 million. On the assumption that the tuition would be $1797, the state treasury would recoup about $10.8 million in tuition from the 5990 resident professional and graduate students in the public universities. Current grants to professional and graduate students total about 5.0 million. This leaves a net cost of $10.2 million for the professional and graduate portion of the Higher Education Opportunity Program.

The reasons for not relating these professional and graduate grants to family income level are several. First, most graduate students have attained adulthood and therefore should not be expected to receive contributions from their parents. Secondly, any plan to base grants on parental income would undoubtedly be subject to legal dispute because of the present sentiment toward independence following age 21. Finally, the Commission can compensate for differing levels of need by adapting the exemption rules from the federal income tax system. Students no longer claimed by their parents for income tax exemptions would receive a grant increased by the dollar amount of the exemption allowed their parents under income tax regulations (currently $600). For example, if the total standard graduate training grant figure is $2850 a typical unmarried student still would receive $3450 ($2850 + 600). Any adult student with one or more dependents would receive $4050 ($2850 + 1200). Thus the size of the grant is related to his parent's wealth and his own family obligations.

This part of the Higher Education Opportunity Program should make it unnecessary for students to work full time during their first two academic

TABLE 2

ANNUAL COST OF HIGHER EDUCATION OPPORTUNITY PROGRAM FOR PROFESSIONAL AND GRADUATE STUDENTS

(in millions of dollars, based on 69-70 data)

Costs and Savings to State Budget		Based on 1969-70 FTE Enrollments
A. Cost of grants to professional and graduate students	(+)	$26.0
B. Cost reductions in 1969-70 state appropriations for: professional graduate instruction; and, professional and graduate scholarship	(-) (-)	10.8 .2
C. Cost reductions: 1969-70 amts. allocated from non-state sources for support of professional and graduate education. Federal professional and graduate scholarships, privately financed scholarships	(-) (-)	4.0 .8
D. Net Impact on State Budget Addition shown by plus (+)	(+)	10.2

years in less than two calendar years. Under current conditions, many students need four or five years to make equivalent academic progress. This program will not only enable professional and graduate students to make highly productive contributions in the world of work much sooner than is now the case, but will also reduce the number of students who drop out of Wisconsin universities under the stress of academic - family - financial pressures.

With respect to state residents, the state grants would be a supplemental resource. For example, if a student received an NDEA fellowship, or some other fellowship grant, this may provide sufficient support, in which case only a $500 state grant would be made. If the other grant were smaller than the state grant for which the student is eligible, he would be given the difference between the allowable state grant and whatever other grant was received. The purpose of this provision is to not only minimize state costs but also to encourage the development of alternative funding sources for professional and graduate education. Indeed, if a major federal program of post-baccalaureate support were developed this would allow for the orderly phasing out of state programs. However, neither loans, nor income earned as a student (teaching, research, or project) assistant would operate to reduce the grant.

State Loan Program

Continuance of the state loan program at the undergraduate level is recommended, as is its expansion at the graduate level. However, loans should be available only to Wisconsin residents.

The present state loan program has over the years made it possible for many young people to borrow needed funds for their education. The loan program should continue and possibly be expanded. For many lower income students the available grants will not be sufficient to meet the total costs of their

education, and for some middle and higher income students the higher tuition cost may necessitate the borrowing of funds. While the subsidization of interest represents a subsidy to students, this subsidy is small relative to the power of loans used to round out the aids needed to finance a student's undergraduate education.

For Wisconsin residents who elect to pursue undergraduate, professional and graduate work outside Wisconsin, a state guaranteed loan equal to the grant amount they would be eligible for if they remained in the state would be provided. Under a contractual agreement this loan would convert to a grant if upon graduation the recipient returned to Wisconsin for a period equal to the number of academic years of his loan-supported study.

IMPACT OF TARR AND STATE AID PROPOSALS ON TWELVE SCHOOL DISTRICTS AND MUNICIPALITIES (1969-70)

(1) District (and Municipality)	(2) Net Operating Budget	(3) Current State Aid ($42,000 G.V. and 110% Limit)	(4) Proposed State School Aid ($51,000 G.V. & 115% Limit)	(5) Change (Col. 4-3)	(6) Current Mill Rate for All Purposes	(7) Mill Rate Adjusted For Tarr Recommen-dations	(8) Mill Rate Adjusted for Tarr and State School Aid Proposal	(9) Change (Col. 8-6)
Kohler (Village)	$ 653,440	$ 34,155	$ 0	- 34,155	17.30	20.95	20.99	+ 3.69
Madison (City)	23,744,520	2,273,757	4,291,082	+ 2,017,325	31.99	31.94	31.80	- .19
Washburn (City)	375,968	246,057	280,910	+ 34,853	34.69	31.75	31.18	- 3.51
Laona (Town)	377,712	219,815	261,399	+ 41,584	31.48	30.81	30.23	- 1.25
Horicon (City)	798,783	154,079	269,566	+ 115,487	34.63	32.46	32.14	- 2.49
Columbus (City)	1,043,506	147,050	305,289	+ 158,239	32.86	32.04	31.74	- 1.12
Superior (City)	4,787,954	2,584,420	2,910,581	+ 326,161	30.34	32.34	32.13	+ 1.79
Franklin (City)	2,183,551	1,349,026	1,558,653	+ 209,627	34.31	34.77	34.25	- .06
Racine (City)	20,366,896	6,560,395	8,997,640	+ 2,437,245	36.45	35.25	34.85	- 1.60
Green Bay (City)	13,444,041	2,244,549	4,221,882	+ 1,977,333	31.93	32.44	32.17	+ .24
Waukesha (City)	7,382,750	1,581,184	2,604,953	+ 1,023,769	30.47	31.66	31.40	+ .93
Milwaukee (City)	82,042,000	13,957,623	25,966,219	+12,008,596	44.57	42.23	41.97	- 2.60

Summary Analysis

Membership: Before: Full time students only
After: Full time & part time = full time equivalent

Aidable budget: Before: Net operating costs
After: Net operating costs

Guaranteed valuation: Before: At a level to provide a state-wide average net operating budget divided approximately 28% state funds and 72% local funds.
After: At a level to provide 40% state funds and 60% local funds.

Property tax base: Before: Full value, equalized every 5 to 7 years.
After: Full value, equalized annually

State aid limit: Before: No state aid for portion of budget which exceeds 110% of the state-wide average.
After: No state aid for portion of the budget which exceeds 115% of the state-wide average.

FISCAL NOTE

The Commission is keenly aware of the need to effect economies and efficiencies in the operation of the educational system. The measure of an effective and economical educational system is expressed in broader terms than the number of dollars expended. The Commission realizes, however, that there are practical limits to the number of dollars the educational system may be given to spend. The recommendations of this report, therefore, move strongly toward building economy and accountability into the educational system. The recommendations also reflect a basic viewpoint that education is an investment which requires prudent expenditures to secure important later economies.

The Commission believes that, in total, its recommendations contain measures which will effect important improvements in the delivery of educational services without substantial increases in public costs. The recommendations suggest new ways to share the costs among units of government and between the users of educational services and the general public. They point to ways to bring modern management practices to bear upon the operation of schools. They suggest the wisdom and economy of preventing learning problems, when possible, rather than picking up heavy costs of rehabilitation later. They emphasize that satisfying educational goals may be reached in less than four years of post-secondary education. They point to ways to reduce the number of post-secondary campuses, and the expansion of their programs in expensive directions.

The recommendations call for strong, central leadership of the entire

education system, with authority and powers to effect budgeting plans and evaluating procedures which are essential to the operation of an effective educational system.

The Commission is likewise aware of its trust. Wisconsin citizens, while concerned about costs of education, have strong belief in its value. The proposals of the Commission reflect both the current concerns of Wisconsin citizens and their enduring beliefs.

The Commission has chosen not to amend statements displaying estimates of total costs, expenditures, and savings relative to the preliminary recommendations. The Commission, however, is strongly convinced that the recommendations contain great opportunities to control the escalation of, and reduce the costs of education.

State Education Board

One such opportunity will present itself with the creation of the State Education Board (SEB). This Board should immediately recruit expert staff which can apply updated, proven managerial techniques to the entire educational enterprise. (Among those techniques will be information retrieval, PPB systems design, cost control, "modeling" and other approaches). The benefits accruing from the installation of these approaches should become evident as the quality of management and management information improves. Public confidence in the education agencies will grow as more and better information becomes available. The Commission is confident that the initial operations review will uncover substantial savings opportunities without disturbing the basic framework of academic inquiry.

Given the important task set before the SEB, at least $800,000 ought to be made available immediately for beginning staff services. This amount is less than one-half the amount expended by all state-operated systems in 1969-70 for that portion of their general administrative

expenditures related to central planning, budgeting and management expenses.

The net increase in new funds required, had the SEB been operating in 1969-70, would not have been $800,000 because the entire appropriation for general program operations at the Coordinating Council for Higher Education would have been available as an offset to "new money" required. Therefore, additional funds required would have totaled $523,600. The addition of $523,600 to the central policy and planning budget for 1969-70 would have made the state budget $2.4 million for these services, or six-tenths of one percent of the total state tax dollar expenditure for all public education purposes.

It is recognized that the present educational agencies will continue central administrative operations after the installation of the SEB. Even with the additional responsibilities assigned to the newly created Board for Elementary and Secondary Education and to the Board of Regents of Technical Colleges, the on-going functions of the University and State University Regents, the current dollar amounts appropriated to the existing agencies for central management services would have been adequate if SEB had been in operation this year. The major exception to this finding would be the need for approximately $80,000 additional for elementary and secondary assessment and related activities.

The Universal School

The Commission firmly believes that one key opportunity for retarding rapid increases in instructional costs at all levels presents itself in the development of the Universal School. Indeed, the pressing need for educating larger numbers of students dictates the immediate development of institutions "without walls" through the use of instructional media and techniques heretofore limited in application.

The development of the Universal School will require an initial

annual investment of approximately $2.5 million, over half of which (in the communications area) could be obtained from existing University and State University extension budgets.

Special Education

Turning to special education, the Commission found compelling economic and humanitarian reasons to recommend a pilot program for serving special students. The relevant statistics, showing that welfare costs for handicapped children can be substantially reduced.

Diagnosticians estimate that 485,100 of our children will have special problems during their early-childhood-through-secondary learning careers. Approximately 97,100 could probably be served by appropriate supportive processes in the regular, child-oriented, school program. About 378,000 could be well served in the regular program, if it were supplemented by short term, separate, special education or therapy services. The balance, 10,000 will probably require separate, intensive education services. Based on population projections for 1970, approximately 485 youngsters, ages 1-19 could benefit from special education services.

The economics of providing special education for special youth is simple and startling. At a 1969-70 operating cost of $910 per child, twenty percent of the potential special population (97,100 children) might well be rehabilitated and assisted to lead normal, productive lives. A year's investment in these 97,100 children and youth would cost a total of $88,361,000, more than half of which would be provided by federal funds. If these children were adjudged non-educable and resided in institutions such as Central Colony, the potential maintenance cost would total more than a half billion dollars per year, more than six times the cost of keeping them in school.

Rehabilitation experts claim that two percent of the total rehabilitants (9711) would require intensive services to bring them into productive lives, at a total cost of $13,594,000 (based on an operational budget of $1400 per child). Institutional care for these children would cost $53,405,000.

Approximately 78 percent of the total population with learning disorders in 1969-70 will require some short term special education or therapy services to ensure that they stay within the learning process and maintain mental-physical health. Such care could probably be purchased for an additional cost of about $40, per child, per year, over the normal instructional cost, requiring an outlay of $280,230,600. (378,690 children x $740)

The total cost of the complete rehabilitation program for the mentally and physically handicapped would be $382,185,600 which is $61,235,600 more than the regular costs of elementary and secondary schooling. [$382,185,600 - (485,500 x $700) = $61,235,600]. This is $35,235,600 more than we are currently spending for special education.

The most startling social and fiscal benefits from improved, flexible special education which meets the needs of all children would be those which prevent children from becoming school dropouts. Ten percent of the 300,000 children in secondary education do not graduate. If the optimistic estimate that nine out of ten of those will be able to cope with adult, independent living is accepted, the remaining one in ten will move into the tragic, poverty segments of rural and urban communities.

This will add 3,000 youth each year to the dependent, tax-supported population which exist on nominal welfare budgets or lives in institutions. For every failure the current annual cost of welfare averages over $1,500 a year, and institutional care ranges from $5,500 to

$9,000. The cumulative savings in salvaging one young adult during his period of life expectancy will be over $75,000 if he lives on public assistance or more than $180,000 if he is supported by public assistance and spends half his life in an institution.

The Commission recommends that a new task force be appointed by the Governor to take the lead in initiating a pilot project that will serve from ten to twenty percent of the total special population. This pilot project will demand the cooperative efforts of several units of government, e.g., counties, cities, school boards, etc., and will undoubtedly attract federal attention and funds. Details of the pilot project are covered earlier in this report.

The cost of operating the pilot project would be about $57 million, approximately $6 million more than would be spent by schools if the affected students were enrolled in regular, mainstream programs. However, launching this effort would obviate the necessity for spending some $88 million in rehabilitative costs which would be required if the affected students were to be cared for by welfare institutions. The potential savings for one year, therefore, would be some $31 million in the proto-type. When extended to the balance of the state special education investments will produce savings of $206.7 million annually. This is a prime example of how long-range economies can be realized through prudent, yet imaginative efforts.

Regional Boards

The Commission is persuaded that Regional Boards should devote immediate attention to the supporting expenses attendant to school costs. As shown by a recent Ohio study of elementary and secondary education, the documented savings derived from installing volume book buying, centralized transportation services and numerous other management changes totaled many millions of dollars. The Commission believes that a thorough examination of Wisconsin's

local school operations will uncover many opportunities for significant savings.

During its deliberations, the Commission became re-acquainted with the scope and complexity of non-academic school and university operations. As shown by the following table, the annual sums expended for supporting services are:

Supporting Services, Wisconsin Educational Institutions (Fy 67-68)	Cost,(Fy 67-68) (in millions)
Insurance Premiums*	$15.4
Transportation*	31.6
Food Service	64.4
Purchasing	216.5
Learning Resources*	12.7
Building and Site Payments	91.8
Building, Maintenance and Operations	67.2
Building Rentals	.8
Health Services	.9

* Elementary and Secondary schools only

The Commission's investigations led to the conclusion that the great potential for savings will be unrealized unless the people of Wisconsin insist upon implementation of new management techniques, improved fiscal controls, and effective allocation of resources. The Commission believes that its recommendations involving the State Education Board, Regional Boards, the Special Education project, program planning and budgeting systems (PPBS), for example, afford the opportunity for the State to balance economy and program effectiveness to the ultimate benefit of the taxpayer as well as

the consumer of educational services.

Property Tax Relief

Before concluding this section, the Commission wishes to highlight those recommendations which shift the burden of certain educational costs from local property tax to state income, sales, and excise taxes. The total of property tax shifted by implementation of Commission recommendations amounts to $109 million and consists of:

1. Seventy-seven million dollars for increased state equalization aids for local schools;
2. Two million dollars for state assumption of debt service costs of local vocational-technical schools (building debt amortization service); and
3. Thirty million dollars resulting from the recommendation that vocational schools be state financed.

Conclusion

This portion of the report does not exhaust the list of possible areas in which savings and economies may be realized. At this preliminary stage of the Commission's reporting process, it would be both unfair and imprecise to develop detailed estimates of over-all savings. The Commission believes that it would be unrealistic to make tentative estimates of savings (which it certainly could do) until the proposals have been evaluated in public discussion. Precise fiscal estimates then will be supplied when legislation is introduced.

TASK FORCE MEMBERSHIP

In addition to the persons named, the Commission owes a special thanks to those persons and organizations who willingly contributed their time to assist individual task forces.

The Commission's work could not have been completed without the valuable contributions of Professor J. Kenneth Little of the University of Wisconsin.

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POLICY GROUP

BECKWITH, DAVID E., Attorney
Foley, Sammond & Lardner
735 North Water Street
Milwaukee

BYFIELD, ABBOTT, Director
Public Relations
Kimberly-Clark Corporation
Neenah

CHRISTENSON, ARLEN, Assistant Professor
405 Law
University of Wisconsin
Madison

DAVIS, CHARLES O.
McDonald Davis Schmidt Inc.
411 East Mason
Milwaukee

HANCOCK, DAVID, President
Cygnet Films
Box 183
Chippewa Falls

KAISER, GEORGE
Arthur Andersen & Company
795 North Van Buren
Milwaukee

KELLETT, WILLIAM R.
B-102 State Office Building
1 West Wilson Street
Madison

KRAUS, WILLIAM, Vice President
Sentry Insurance
1421 Strongs Avenue
Stevens Point

LUBAR, SHELDON, Chairman of Board
Mortgage Associates
125 East Wells Street
Milwaukee

VAN ALSTYNE, SCOTT, Attorney
25 West Main Street
Madison

ADVISORY COMMITTEE

ANDERSON, DON, Publisher
Wisconsin State Journal
115 South Carroll Street
Madison

BEACH, P. GOFF, President
Oscar Mayer & Company
910 Mayer Avenue
Madison

BENSTEAD, H. M., Director
Western Publishing Company
1220 Mound Avenue
Racine

BLASINGAME, B. PAUL (DR.), General Manager
A. C. Electronics Division
General Motors Corporation
4066 North Port Washington Avenue
Milwaukee

BROWN, JAMES R., President
The West Bend Company
P. O. Box 278
West Bend

BURKE, D. M. (REVEREND)
President Emeritus
St. Norbert College
121 Grant Street
West De Pere

CASEY, SAMUEL, President
Nekoosa-Port Edwards Paper Company
100 Wisconsin River Drive
Port Edwards

CLEARY, CATHERINE B. (MISS)
Executive Vice President
First Wisconsin Trust Company
P. O. Box 2054
Milwaukee

COOMER, AMANDA (MRS.)
2448 North 4th Street
Milwaukee

CUDAHY, RICHARD D., President
Patrick Cudahy, Inc.
Cudahy

ELLS, RALPH, Public Relations
Allen Bradley Company
1201 South 2nd
Milwaukee

FERGUSON, FRANCIS, President
Northwestern Mutual Life
Insurance Company
720 East Wisconsin Avenue
Milwaukee

FITZGERALD, EDMUND, Consultant
720 East Wisconsin Avenue
Milwaukee

HOOD, ROBERT C., President
The Ansul Company
1 Stanton Street
Marinette

JOANIS, JOHN, President
Sentry Insurance
1421 Strongs Avenue
Stevens Point

KIDD, WILLIAM, President & Gen'l Mgr.
Western Publishing Company
1220 Mound Avenue
Racine

KRESS, JAMES, President
Green Bay Packaging
831 Doblon
Green Bay

McCLAIN, JOSEPH, Director
Commando Project #1
217 East Center Avenue
Milwaukee

McINTYRE, WILLIAM, President
Bunny Bakery
803 North Oxford Avenue
Eau Claire

McNAMARA, BERTRAM N., Director
AFL-CIO Steelworkers
615 East Michigan Street
Milwaukee

MEAD, GEORGE W. (II), President
Consolidated Papers, Inc.
231 - 1st Avenue
Wisconsin Rapids

NASH, JOHN P., Attorney
926 South 8th Street
Manitowoc

NOLL, JOSEPH, President
Famco Corporation
3100 Sheridan Road
Kenosha

SANDERSON, ROBERT A.
Partner-in-Charge
Arthur Andersen & Company
795 North Van Buren
Milwaukee

SCHMITT, JOHN, President
Wisconsin State AFL-CIO
6333 West Blue Mound Road
Milwaukee

SIMPSON, JOSEPH W., Consultant
743 North Water Street
Milwaukee

SLICHTER, DONALD C., Consultant
720 East Wisconsin Avenue
Milwaukee

SPAIGHTS, ERNEST (DR.)
Special Assistant to the Chancellor
University of Wisconsin-Milwaukee
Chapman Hall - Room 116
2310 East Hartford Avenue
Milwaukee

STEIGER, CARL E.
101-A High Avenue
Oshkosh

SWEITZER, J. MEARLE, President
Employers Insurance of Wausau
2000 Westwood Drive
Wausau

TAYLOR, CORNEFF R., Director
Department of Research
Milwaukee Urban League
936 West Center Street
Milwaukee

UNDERKOFLER, JAMES R., President
Wisconsin Power and Light Company
122 West Washington Avenue
P. O. Box 192
Madison

WINDHAM, JAMES C., President
Pabst Brewing Company
917 West Juneau Avenue
Milwaukee

ORGANIZATION AND STRUCTURE

Chairman: George Nau Burridge

Staff Liaison: G. Nielsen, E. Wetmore

Abraham, K. - Milwaukee
Adams, Dr. B. - Ripon
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Asman, D. - Oshkosh
Atwood, C. - Keshena
Banks, Mrs. C. - Neenah
Bauer, Dr. R. - Stevens Point
Becker, Dr. N. - Fond du Lac
Berry, Mrs. M. - Madison
Billings, Mrs. J. - Clintonville
Bingham, Mrs. D. - Sturgeon Bay
Brown, R. - Rhinelander
Buchanan, C. - Appleton
Cheeks, Dr. T. - Milwaukee
Clark, J. - Neenah
Clark. W. - Wesper
Cleary, Miss. C. - Milwaukee
Clusen, Mrs. D. - Sturgeon Bay
Cook, Mrs. D. - Madison
Covert, K. - Marinette
Cronk, Dean J. - Superior
Dosch, Mrs. R. - New Holstein
Freuden, Rev. C. - Green Bay
Friedick, J. - Milwaukee
Gelatt, C. - Sparta
Graper, N. - Janesville
Hahn, J. - Sheboygan
Hamilton, V. - Madison
Hansen, W. - Stevens Point
Harris, Mrs. R. - Madison
Hartley, Prof. R. - Green Bay
Henken, W. - Fond du Lac
Hill, J. - Middleton
Hogg, K. - Green Bay
Jensen, D. - Madison
Johnson, L. - Madison
Kleinpell, E. - River Falls
Knapp, S. - Green Bay
Kramer, J. - Fennimore
Krill, K. - Whitefish Bay
Kumm, R. - La Crosse
Laird, Mrs. R. - Madison
Lanier, Dr. P. - Kewaunee
Larme, Mrs. F. - New Holstein
Lewis, D. - Ripon
Libman, G. - Green Bay
Lien, D. - Amery
McCarty, D. - Madison
McIntrye, Mrs. G. - Appleton

Meyer, D. - Wisconsin Rapids

Meyer, Dr. K - Superior

Miller, V. - St. Nazianz

Morphew, Dr. C. - Whitewater

Mote, Mrs. F. - Madison

Mudge, Dr. W. - Kenosha

Netzel, Dr. R. - Oshkosh

Nevitt, Mrs. C. - Oshkosh

Nolan, Mrs. V. - Oshkosh

Pak, Dr. C. - Waukesha

Parkinson, Dr. G. - Milwaukee

Pedersen, S.(Miss)- Madison

Percy, D. - Madison

Persons, H. - Madison

Posey, D. - Green Bay

Powliss, R. - Stevens Point

Reif, J. - Madison

Romoser, Dr. W. - River Falls

Rowe, Mrs. B. - Madison

Schneider, W. - Oshkosh

Schuning, G. - De Pere

Schwartz, S. - Milwaukee

Sicula, Mrs. L. - Milwaukee

Slagle, A. - Madison

Small, R. - Green Bay

Smith, Mrs. J. - Wausau

Staidl, D.(Miss) - Madison

Steelman, J. - Milwaukee

Thoman, P. - Neenah

Thompson, C. - Oshkosh

Toepel, C. - Sheboygan

Udell, Prof. J. - Madison

Wellauer, E. - Milwaukee

Wendt, D. - Madison

Whiterabbit, Rev. M. - Chippewa Falls

Williams, Mrs. R. - Stevens Point

York, S. - Madison

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Staff Liaison: F. Hiestand, R. Schrantz, G. Watts

Alexander, C. - Madison

Ambruster, J. - Racine

Anderegg, D. - Racine

Aspin, L. - Milwaukee

Beck, l. - Brookfield

Bell, Dr. J. - Milwaukee

Brown, S. - Madison

Brozovich, J. - Sheboygan

Bruss, L. - Reedsburg

Burgess, K. - Milwaukee

Calkins, W. - Racine

Coe, E. - Rice Lake

Collins, R. - Janesville

Conley, E. - Rice Lake

Conohan, M.(Miss) - Elkhorn

Deihl, Mrs. R. - Racine

Dorrance, J. - Rice Lake

Dunn, Dr. F. - Platteville

Edl, S. - Burlington

Frey, E. - Marshfield

Furdek, J. - Milwaukee

Garrison, W. - Baraboo

Gellerup, G. - Watertown

Gill, N. - Milwaukee

Glynn, R. - Frederick

Hankinson, O. - Madison

Hartz, J. - Stevens Point

Heil, Mrs. H. - Appleton

Hendrickson, H. - Viroqua

Hill, R. - Viroqua

Hoerl, D. - Marshfield

Jarvis, S. - Sheboygan

Joyce, J. - Menomonie

Korndoerfer, C. - Sturtevant

Lardy, Mrs. H. - Madison

Larkin, E. - Eau Claire

Lentz, Dr. H. - Kenosha

Ludwig, E. - Mellen

McCanna, W. - Milwaukee

McCormack, J. - De Pere

Matlack, J. - Janesville

Matthes, S. - Viola

Middaugh, J. - Waukesha

Millermaster, R. - Milwaukee

Mohlke, L. - Green Bay

Mueller, Mrs. M. - Oshkosh

Neudauer, E. - Milwaukee

Neverman, D. - Marinette

Nikolay, G. - Cambridge

Oosterhuss, W. - Platteville

Page, T. - Madison

Peterson, L. - Madison

Potts, A. - Madison

Reese, B.(Miss) - Madison

Rench, J. - Racine

Rhynedance, G. - Milwaukee

Riggert, D. - Madison

Rossmiller, R. - Madison

Rudolph, E. - Sturgeon Bay

Schnur, M. - Wilmot

Scholz, C. - Sturgeon Bay

Schultz, Mrs. L. - Bowler

Schur, Dr. L. - Madison

Shellman, R. - Oconto Falls

Singer, S. - Green Bay

Smith, D. - River Falls

Spector M. - Milwaukee

Stepanek, S. - Milwaukee

Strupp, J. - Fond du Lac

Stuber,D. - Ashland

Tesch, R. - Milwaukee

Threinen, Mrs. C. - Madison

Upton, M. - Beloit

Valescno, R. - Green Bay

Yellinik, K. - Madison

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Staff Liaison: Timothy Parsons

Aavang, C. - Mt. Horeb
Ackley, J. - Pewaukee
Allen, D. - Milwaukee
Amundson, Mrs. E. - Plymouth
Atkins, V. - Milwaukee
Balts, E. - Portage
Barnhill, H. - Milwaukee
Bell, D. - Milwaukee
Benz, D. - Milwaukee
Boris, E. - New Berlin
Bradburn, M.(Miss) - Whitewater
Branham, Mrs. D. - Rice Lake
Burroughs, C. - Milwaukee
Byrkit, V. - Milwaukee
Casteleman, Mrs. R. - Menomonee Falls
Clark, J. - Neenah
Cleary, P. - Madison
Cromey, R. - Madison
DeSimone, D. - Milwaukee
Donaldson, Dr. B. - Madison
Donovan, G. - Milwaukee
Dressner, R. - Milwaukee
Durst, R. - Portage
Edmunds, M. - Milwaukee
Ells, R. - Milwaukee
Erickson, J. - Fort Atkinson
Erickson, W. - Madison
Farley, T. - Milwaukee
Farmer, B. - Eau Claire
Fenske, R. - Milwaukee
Fey, F. - Milwaukee
Foley, J. - Milwaukee
Franckowiak, A. - Madison
Friedman, T. - Milwaukee
Gerard, P. - Milwaukee
Giuliani, C. - Milwaukee
Glazer, G. - Waukesha
Glidden, Mrs. I. - West Bend
Graf, R. - Waterford
Graham, Dr. H. - Platteville
Grosskoff, H. - Bowler
Guenther, O. - Menomonee Falls
Gumerman, A. - Milwaukee
Hansen, H. - Milwaukee
Hansen, J. - Milwaukee
Harter, H. - Menomonee Falls
Highsmith, H. - Fort Atkinson
Hill, L. - Madison
Hills, C. - Milwaukee
Hutchison, R. - Milwaukee

Jordan, L. - Lake Mills

Juergens, D.(Miss) - Milwaukee

Keefe, H. - Milwaukee

Linquist, J. - Milwaukee

Lins, Sister M. D. - Milwaukee

Lloyd, H. - Verona

Love, J. - Milwaukee

Maguire, C. - Milwaukee

Mangiamble, Dr. J. - Milwaukee

Marquardt, C. - Milwaukee

Marsh, W. - Milwaukee

Marshall, Dr. W. - Waunakee

McNally, J. - Milwaukee

Mett, W. - Milwaukee

Meyer, A. - Milwaukee

Meyer, J. - Madison

Mielke, R. - Beloit

Mierendorf, R. - Milwaukee

Milhaupt, H. - Milwaukee

Miller, W. - Chicago

Murr, D. - Milwaukee

Newman, R. - Milwaukee

Ninemeier, J. - Madison

Noling, M. - Milwaukee

Olsen, W. - Madison

Olson, R. - Madison

Osterheld, D. - Madison

Paulson, O. - Viroqua

Pidick, J. - Milwaukee

Post, E. - Madison

Randazzo, J. - Milwaukee

Rausch, A.(Miss) - Milwaukee

Roethe, L. - Fort Atkinson

Ruhl, M. - Milwaukee

San Felippo, R. - Milwaukee

Schluetter, J. - Milwaukee

Schraufnagel, A. - Elroy

Schubert, Dr. G. - Milwaukee

Seiser, W. - Milwaukee

Sestak, G. - Milwaukee

Shade, R. - Green Bay

Short, J. - Madison

Smolanovich, T. - Chicago

Snowden, Dr. T. - Stevens Point

Sorenson, T. - Madison

Sowlles, R. - Milwaukee

Stair, R. - Waukesha

Stearns, D. - Milwaukee

Stuart, J. - Milwaukee

Taylor, K. - Madison

Thomas, H. - Milwaukee

Tipler, G. - Winneconne

Troutt, R. - Milwaukee

Upson, D. - Janesville

Van Valin, J. - Fort Atkinson

Vogel, W. - Milwaukee

Waity, Mrs. C. - Madison

Wall, G. - Menomonie

Warder, B. - Milwaukee

Waters, J. - Milwaukee

Weihl, E. - Madison

Willis, K. - Milwaukee

Willann, Sister M. - Milwaukee

Wood, T. - Milwaukee

Zuehlke, M. - Cedarburg

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Staff Liaison: Russell Whitesel

Barnard, Mrs. M. - Green Bay
Beers, C. - West Salem
Bella, R. - Hartford
Beyer, D. - Milwaukee
Bonds, A. - Milwaukee
Brehm, Mrs. J. - Neenah
Buchanan, J. - Neenah
Buchanan, Mrs. M. - Neenah
Bull, T. - Madison
Colter, J. - Milwaukee
Crane, W. - Milwaukee
Culver, J. - La Crosse
Danford, Mrs. H. - Appleton
Davis, R. - La Crosse
Dercks, Mrs. J. - Appleton
Droullard, C. - Whitewater
Duffie, J. - Madison
Dyrby, J. - Neenah
Egan, Mrs. P. - Appleton
Eley, Dr. L. - Milwaukee
Ellery, J. - Stevens Point
Emans, L. - Eau Claire
Fagan, C. - La Crosse
Finn, J. - La Crosse
Flood, P. - Milwaukee
Flynn, E. - Kaukauna
French, H. - Milwaukee
Gach, Dr. J. - Stevens Point
Gerberich, Dr. J. - Eau Claire
Gates, P. - Green Bay
Gloe, J. - Manitowoc
Grahm, C. - Whitewater
Grassman, E. - La Crosse
Greiff, Dr. D. - Milwaukee
Gresens, B. - Milwaukee
Guenveur, R. - Mt. Horeb
Halberson, C. - Rio
Harold, Dr. R. - Oshkosh
Hemingway, Mrs. C. - Madison
Heyerdahl, L. - Whitefish Bay
Hill, R. - Racine
Hockholzer, F. - Neenah
Hull, W. - Combined Locks
Ingrelli, A. - Milwaukee
Johns, R. - La Crosse
Johnson, L. - Sheboygan
Kaplin, K.(Miss) - La Crosse
Karolides, N. - River Falls
Kaufman, H. - Milwaukee
Killoran, G. - Green Bay

Lenfesty, J. - River Falls

LaPin, Mrs. T. - Appleton

Lien, D. - La Crosse

Link, T.(Miss) - Oshkosh

Martin, J. - Madison

Mathison, A. - Milwaukee

Matthews, J. - Madison

Meili, Mrs. J. - Milwaukee

Minolis, Sister - Green Bay

Murray, R. - Milwaukee

Nicholson, J. Rothschild

Parr, W. - La Crosse

Peterson, Dr. W. - Appleton

Plouff, J. - Marinette

Porter, Mrs. W. - Neenah

Reeves, Mrs. H. - Appleton

Riley, D. - La Crosse

Sacher, M. - Neenah

Schenker, E. - Milwaukee

Schmidt, W. - La Crosse

Seefeldt, F. - Milwaukee

Semrad, E. - Milwaukee

Small, Mrs. R. - Green Bay

Smith, J. - Milwaukee

Smotherman, L. - Milwaukee

Snyder, R. - La Crosse

Starms, Mrs. R. - Milwaukee

Stevens, D. - Oshkosh

Stout, Mrs. D. - Milwaukee

Terry, Mrs. J. - Milwaukee

Thiede, W. - Madison

Thoken, A. - La Crosse

Thomas, A. - La Crosse

Tipler, G. - Winneconne

Tremain, R. - La Crosse

Underwood, J. - Milwaukee

Valitchka, R. - Manitowoc

Van der Port, A. - Milwaukee

Varda, Mrs. M. - Madison

Voss, H. - La Crosse

Walker, Dr. D. - Madison

Walsh, E. - Milwaukee

Walter, Mrs. M. - Baileys Harbor

Webb, N. - West De Pere

Weidner, E. - Green Bay

Weinlick, H. - Madison

Wenzel, F. - Marshfield

Westphal, J. - Appleton

Wiley, J. - Madison

Willecke, G. - Appleton

Williams, Mrs. C. - Neenah

Wray, J. - Milwaukee

Young, B. - La Crosse

Zuehl, J. - Milwaukee

EDUCATION FOR EMPLOYMENT

Chairman: Lloyd Besant

Staff Liaison: Paul Norton

Bear, Dr. - Monroe

Brach, A. (Miss) - Racine

Calvert, W. - Benton

Chervanik, E. (Miss) - Madison

Erickson, W. - Balsam Lake

Evans, C. - Milwaukee

Gilbertson, N. -Dodgeville

Green, T. - Wausau

Guthrie, B. - Lac du Flambeau

Hall, G. - Madison

Hasler, Dr. J. - Reedsburg

Hochmuth, W. - Wisconsin Rapids

Howden, G. - Appleton

Hutchins, J. - Madison

Jaeger, F. - Marinette

Koenig, R. - Milwaukee

Kraft, F. - Appleton

Lawrence, J. - Madison

Lawton, Dr. B. - Marshfield

Lehrman, E. - Madison

Larman, P. - Milwaukee

Leuenberger, J. - Wisconsin Rapids

Magnuson, T. - Marinette

Marek, C. - Manitowoc

Newman, T. - Milwaukee

Patten, W. G. - Milwaukee

Pavalon, W. - Milwaukee

Plummer, W. - Madison

Phemd, H. - Milwaukee

Post, R. - Platteville

Quisling, Dr. A. - Madison

Reschenberg, A. - Oshkosh

Richard, J. - Niagara

Ross, R. - Wausau

Rudiger, Dr. R. - Menomonie

Sauey, W. - Baraboo

Sawicki, R. - Milwaukee

Scott, B. - Sheboygan

Teletzke, Dr. G. - Wausau

Toharski, G. (Miss) - Milwaukee

Watts, Mrs. W. - Oshkosh

Wenzel, F. - Marhsfield

Wolf, A. - Madison

PRIVATE EDUCATION

Chairman: Norton E. Masterson

Staff Liaison: G. Blahnik, A. Klitzke

Ahrnsbak, Dr. H. - Madison
Bodden, R. - Platteville
Bowe, Rev. A. - Kiel
Bruner, Dr. M. - Racine
Bryan, R. - Menasha
Cummings, N. - Madison
Dahms, F. - Lancaster
Danner, Dr. P. - Milwaukee
Falk, P. - Madison
Flom, R. - Menasha
Fuelleman, Mrs. G. - Madison
Grant, J. - Milwaukee
Gilbertson, Mrs. D. - Janesville
Haas, Dr. L. - Eau Claire
Hamilton, G. - Marinette
Hanley, Father J. - Waukesha
Hart, J. - Racine
Hein, R. - Waukesha
Helfer, S. - Milwaukee
Howard, L.(Miss) - Madison
Kleiber, Rev. R. - Green Bay
Koss, Dr. J. - Sheboygan
Kuplic, Mrs. N. - Sheboygan Falls
Larkin, R. - Milwaukee
Lichty, Mrs. D. - Port Edwards
Ligare, K. - Appleton
Lowney, R. - Stratford
McGinnis, A. - Madison
McGuire, R. - Racine
Murray, M. - Milwaukee
Novak, B. - Milwaukee
Pfankuch, W. - Appleton
Read, Sister J. - Milwaukee
Rosenberg, Dr. D. - Wausau
Schoenfeld, M. - Plymouth
Shannon, Mrs. B. - Mauston
Smith, Dr. K. - Milton
Stephens, J. - Milwaukee
Stofflet, J. - Middleton
Stuenkel, Dr. W. - Milwaukee
Surinak, J. - New Berlin
Taylor, Mrs. S. - Portage
Tyson, R. - Milwaukee
Weidemann, Mrs. T. - West Bend
Williams, R. - Stevens Point

MANAGEMENT SCIENCES AND TEACHING TECHNOLOGY

Chairman: G. Dickerman, R. Lucas

Staff Liaison: G. Ferwerda, R. Vogt

Antin, I. - Milwaukee

Balachandran, K. - Milwaukee

Balson, C. - Beloit

Barnard D. - Menomonie

Bein, D. - Milwaukee

Brill, D. - Madison

Cain, S. - Whitewater

Campbell, M. - Mequon

Cech, E. - Oshkosh

Dreyfus, L. - Stevens Point

Elliot, G. - Milwaukee

Engman, C. - Milwaukee

Franks, L. - Madison

Gardiner, H. - Milwaukee

Hedlin, W. - Madison

Hill, R. - Milwaukee

Hoye, R. - Milwaukee

Huchthausen, Mrs. J. - Manitowoc

Hunt, L. - Eau Claire

Ideus, H. - La Crosse

Iverson, M. - Madison

Martin, P. - West Bend

McCormick, F. - Portage

Moehrke, D. - Milwaukee

Moy, W. - Madison

Nelson, E. - Racine

O'Hearn, G. - Green Bay

Paton, W. - Oconomowoc

Prange, W. - Green Bay

Quick, Mrs. B. - Horicon

Rayfield, W. - Madison

Ristau, R. - Madison

Robertson, J. - Madison

Romary, K. - Whitewater

Schlaak, O. - Milwaukee

Schmit, Rev. R. - Milwaukee

Sims, R. - Madison

Slater, J. - Milwaukee

Snyder, R. - Oshkosh

Suchy, R. - Milwaukee

Weber, C. - Milwaukee

Wedemeyer, C. - Madison

Wheeler, R. - Madison

Widoe, R. - Green Bay

SPECIAL EDUCATION

Chairman: Robert L. Manegold

Staff Liaison: Miss Signe Hanson
Miss Jean McNary

Anderson, R. - Waterloo

Bell, D. - Milwaukee

Bentzin, Mrs. J. - Watertown

Bolton, E. - Milwaukee

Botsch, J. - Milwaukee

Carlson, H. - Milwaukee

Dahlberg, J. - Milwaukee

Danner, J. H. - Marinette

De Peyster, J. - Hartland

DeSantis, P. - Wausau

Durkee, Mrs. F. - Green Bay

Eastham, Mrs. W. - Milwaukee

Elsner, Mrs. R. - Milwaukee

Flanigan, Dr. P. - Madison

Fruth, M. - Madison

Gould, P. - Milwaukee

Hafstad, F. - Cambridge

Herman, Mrs. D. - Milwaukee

Hunt, Dr. W. - Milwaukee

Hutchins, J. - Middleton

Jenkins, W. - Milwaukee

Kranick, L. - Milwaukee

Lund, R. - Black River Falls

Lenicheck, H. - Milwaukee

Martin, J. - Madison

Miller, G. - Racine

Phelps, R. - Green Bay

Ploetz, C. - Prairie du Sac

Priest, D. - Milwaukee

Ritacca, V. - Madison

Rosenberg, Mrs. R. - Appleton

Rothney, Dr. J. - Madison

Rusch, Dr. K. - Milwaukee

Schirmer, J. - Madison

Schwartz, Dr. A. - Milwaukee

Shonds, Mrs. B. - Madison

Sims, Mrs. E. - Milwaukee

Starms, R. - Milwaukee

Stewart, J. - Milwaukee

Stewart, Mrs. J. - Milwaukee

Stoddard, Mrs. A. - Milwaukee

Taylor, C. - Milwaukee

Watts, G. - Madison

Wilkinson, Mrs. D. - Madison

Willetts, J. - Milwaukee

Winkler, R. - Milwaukee

Winkler, W. - Milwaukee

COMMUNICATIONS

Chairman: Robert DeZonia

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Bitker, Mrs. M. - Milwaukee

Doyle, R. J. - Monona

Slate, J. - Madison

Welch, M. - Madison

Woit, T. - Madison